



**SAN JOAQUIN COUNTY  
COMMUNITY DEVELOPMENT DEPARTMENT**

1810 E. HAZELTON AVE., STOCKTON, CA 95205-6232  
PHONE: 209/468-3121 FAX: 209/468-3163

January 27, 1999

**MEMORANDUM**

**TO:** Holders of the San Joaquin County General Plan, Volume I  
**FROM:** Faith Arnold, Office Assistant  
**SUBJECT:** Update of General Plan, Volume I

---

Please replace Chapter IV, pages 1 through 126 with the enclosed update pages.

If you have any questions, please call Faith Arnold at 468-3384.

Gp\gpmisc\update1





**SAN JOAQUIN COUNTY  
COMMUNITY DEVELOPMENT DEPARTMENT**

1810 E. HAZELTON AVE., STOCKTON, CA 95205-6232  
PHONE: 209/468-3121 Fax: 209/468-3163

August 28, 1996

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MEMORANDUM

TO: Holders of the General Plan 2010

FROM: Jacquie Fonzi, Lead Clerk *Jacquie*

SUBJECT: GP-95-7 REVISIONS TO VOLUME I (Duplicate pages dated March 1996, were sent prematurely.)

Revisions to the General Plan 2010 have been approved and are now effective. Please replace the following pages with the indicated replacement pages:

Existing Page(s)	Replacement Page(s)
✓ IV-13 - IV-14	IV-13 - IV-14
✓ IV-21 - IV-22	IV-21 - IV-22
IV-77 - IV-80	IV-77 - IV-80

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**SAN JOAQUIN COUNTY  
COMMUNITY DEVELOPMENT DEPARTMENT**

1810 E. HAZELTON AVE., STOCKTON, CA 95205-6232  
PHONE: 209/468-3121 Fax: 209/468-3163

May 2, 1996

9300840  
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**MEMORANDUM**

TO: Holders of the General Plan 2010  
FROM: Jacquie Fonzi, Lead Clerk *Jacquie Fonzi*  
SUBJECT: GP-95-2/ER-95-1 AND TA-95-12 REVISIONS TO VOLUME I

Revisions to the General Plan 2010 have been approved and are now effective. Please replace the following pages with the indicated replacement pages:

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PHONE: 209/468-3121 FAX: 209/468-3163

93 00840 2v.

March 28, 1996

MEMORANDUM

TO: Holders of various volumes of the General Plan 2010.  
FROM: Jacquie Fonzi, Office Assistant Supervisor  
SUBJECT: GP-95-4 REVISIONS TO VOLUMES I, II, and III

Revisions to the General Plan 2010 have been approved and adopted by the Board of Supervisors and are now effective. Please replace the following pages with the indicated replacement pages:

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✓ I.C-1 - I.C-3

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**SAN JOAQUIN COUNTY  
COMMUNITY DEVELOPMENT DEPARTMENT**

1810 E. HAZELTON AVE., STOCKTON, CA 95205-6232  
PHONE: 209/468-3121 Fax: 209/468-3163

July 31, 1995

**MEMORANDUM**

TO: Holders of various volumes of the General Plan 2010.  
FROM: Jacquie Fonzi, Lead Clerk  
SUBJECT: Revisions to Volumes I, II, and III

Revisions to the General Plan 2010 have been approved (GP-91-5, GP-93-8, GP-94-10, and GP-95-3) and are now effective. Please replace the following pages with the indicated replacement pages:

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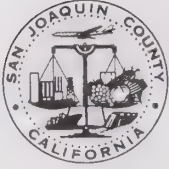
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**SAN JOAQUIN COUNTY  
COMMUNITY DEVELOPMENT DEPARTMENT**

1810 E. HAZELTON AVE., STOCKTON, CA 95205-6232  
PHONE: 209/468-3120 Fax: 209/468-3163

February 8, 1995

M E M O R A N D U M

TO: Holders of the General Plan 2010  
FROM: Jacquie Fonzi *Jacquie Fonzi* Lead Clerk  
SUBJECT: Revisions to Volume I

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Revisions to the General Plan 2010 have been approved and are now effective. Please replace the following pages with the indicated replacement pages:

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# GENERAL PLAN 2010

## VOLUME I: POLICIES / IMPLEMENTATION

ADOPTED JULY 29, 1992  
AS AMENDED





# **VOLUME I**



# **SAN JOAQUIN COUNTY GENERAL PLAN 2010**

**Volume I: Countywide General Plan**

**Adopted by the San Joaquin County Board of Supervisors  
July 29, 1992**





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## **SAN JOAQUIN COUNTY GENERAL PLAN 2010**

This is Volume I of the San Joaquin County General Plan 2010. It contains goals, policies and implementation actions of the General Plan. The other portions of the General Plan, which are each separately bound, are:

- o Volume II, which contains individual policies and General Plan 2010 Maps for each community in the County; and
- o Volume III which contains the background reports on the various subjects addressed in the General Plan.

The relationship of the Sections of Volume I to the State mandated General Plan Elements is shown in Figure I-2.



## **I. INTRODUCTION**

The purpose of this chapter is to provide an overview to the General Plan – what is it? Why is one prepared? Why is it important? This chapter also provides an understanding of how the Plan will affect future development and conservation efforts in the County.

### **A. WHAT IS A GENERAL PLAN?**

#### **Policy Document**

A General Plan expresses long-range public policy to guide the use of private and public lands within a community's boundaries. The San Joaquin County General Plan is the County's official position on development and resource management. Containing goals, objectives, policies, diagrams, and actions, it is a commitment to a course of action that will lead, through the years, toward a desirable physical, social, and economic environment for existing and future generations.

All development, public and private, must be consistent with the Plan.

#### **Broad, Flexible Guidelines**

The General Plan provides broad guidelines for development in the County, rather than specific and detailed instructions. It is flexible and allows public and private investors appropriate discretion in making land use decisions, while at the same time assuring that public goals are realized.

#### **Comprehensive Perspective**

The General Plan addresses a wide range of issues that will affect San Joaquin County's desirability as a place to live and work: land use, economic development, housing, transportation, services, public safety, and environmental quality. The Plan provides a framework to consider these concerns in an integrated and coordinated fashion.

#### **Long-Range Vision**

The General Plan looks into the future - not 2 or 5 years but to the year 2010. The Plan describes a vision of the future, and objectives and policies to guide development in that direction. Without this perspective, development proposals may be approved one-by-one, in a piecemeal and uncoordinated fashion.

## **Unified Coherent Program**

The goals, objectives, policies, and proposals in the Plan present a comprehensive, unified program for development. The assumptions and projections used in the County's General Plan for housing, for service demands, for traffic volumes, etc., are consistent. The Plan's coherent set of policies and strategies enables citizens to better understand the visions of the Plan, and landowners, businesses, and industry to be more certain about the priorities and standards contained in the Plan and how they will be implemented.

## **Countywide Plan**

The Plan addresses countywide issues but specifically has effect in the unincorporated areas; it is advisory within the County's seven cities: Escalon, Lathrop, Lodi, Manteca, Ripon, Stockton, and Tracy. Figure I-1 identifies the 11 planning areas that are used for presenting data.

## **B. WHAT IS INCLUDED IN THE PLAN?**

State planning law (Government Code Sections 65302-65303) requires General Plans to address seven mandated subjects: land use, circulation, housing, open space, conservation, safety, and noise. Plans may contain other subjects if the community so chooses.

## **Volume I, Countywide Plan**

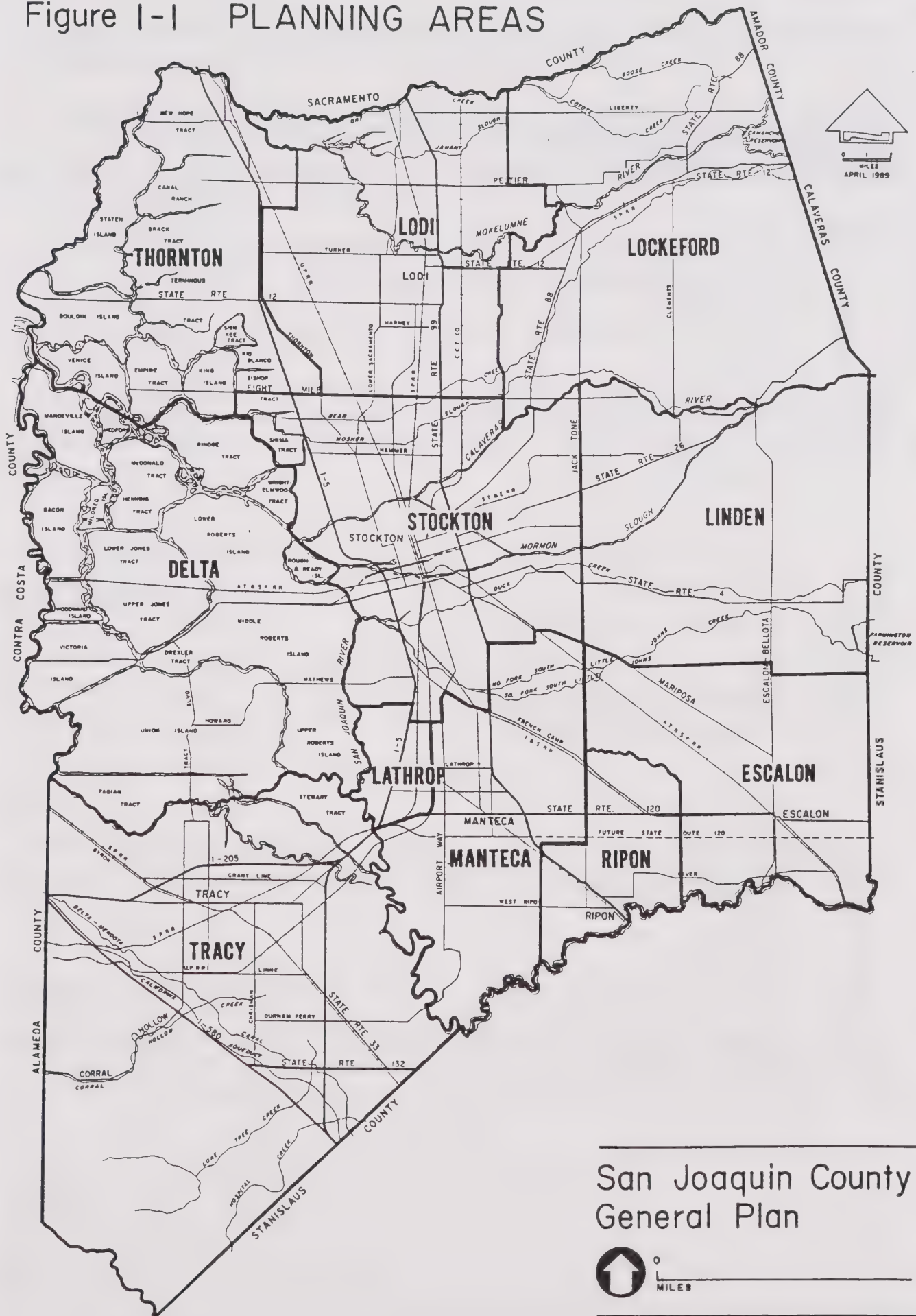
The San Joaquin County General Plan is organized into three separately bound volumes. Volume I, the Countywide Plan, sets the overall direction for the County as a whole. It contains the following chapters:

- Chapters I-III describe the purpose and use of the General Plan; summarize key issues for which countywide policies have been formulated; and set forth the goals, underlying assumptions, and key plan strategies.
- Chapters IV-VI present specific objectives, policies, and implementation actions for Community Development, Public Health and Safety, and Resources. Figure I-2 shows the diverse subjects covered by these chapters.
- Chapter VII presents an Overall Implementation Program, which identifies methods of implementing the Plan and highlights new implementation actions called for in the Plan.

Goals, objectives, policies, and implementation actions are presented for subjects in Chapters IV-VI.



Figure 1-1 PLANNING AREAS



San Joaquin County  
General Plan



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MILES



Figure I-2

# RELATIONSHIP OF GENERAL PLAN SECTIONS TO STATE MANDATED ELEMENTS

CHAPTER	SECTION	Applicable State Element
COMMUNITY DEVELOPMENT	Community Organization and Development Pattern	Land Use
	Economic Development	Land Use
	Housing	Housing
	Circulation	Circulation
	Utilities	Land Use, Circulation
	Public Facilities	Land Use, Open Space
PUBLIC HEALTH AND SAFETY	Seismic and Geologic Hazards	Safety, Open Space
	Flooding Hazards	Land Use, Safety, Conservation, Open Space
	Fire Safety and Law Enforcement	Safety
	Noise	Noise
	Hazardous Materials and Wastes	Safety
	Emergency Preparedness	Safety
RESOURCES	Open Space	Open Space, Conservation
	Agricultural Lands	Land Use, Open Space, Conservation
	Extractive Resources	Open Space, Conservation
	Energy	Conservation
	Air Quality	Conservation
	Water Resources and Quality	Open Space, Conservation
	Vegetation, Fish, and Wildlife Habitat	Open Space, Conservation
	Heritage Resources	Open Space

- **Goals.** Statements of general aims of the County, toward which all effort is directed during the planning period.
- **Objectives.** More specific statements of the County's land use and development goals.
- **Policies.** Statements to be followed in the decision-making process, to assure the attainment of the County's stated goals and objectives.
- **Implementation.** Programs and actions to execute or carry out policy.

## **Volume II, Community Plans and Volume III, Technical Appendices**

Volume II, Community Plans, contains individual policies and General Plan 2010 Maps for each unincorporated community and for unincorporated areas along the fringe of incorporated cities. Volume III, Technical Appendices, contains the various background reports on the subjects addressed by the Plan.

### **C. WHO WILL USE THE PLAN?**

#### **Government Officials and Staff**

The General Plan is to be used by elected and appointed County officials and staff on a daily basis in making decisions with direct or indirect land use implications. It is also to be used by officials and staff of other government agencies--federal, state, and local--and to provide a framework for interjurisdictional coordination of planning efforts.

#### **The Public**

County residents, property owners, and businesses are expected to be major users of the Plan. Members of these groups may choose to use the Plan for a particular geographic area or for a particular subject of interest to them.

### **D. HOW IS THE PLAN CARRIED OUT?**

The San Joaquin County General Plan is the basis for a variety of regulatory mechanisms and administrative procedures. California planning law requires consistency between the General Plan and

its implementation programs. Thus, there is a strong connection between a community's policies and its regulatory system, with the General Plan serving as the "constitution."

Implementation measures of the Plan include zoning and subdivision ordinances, capital improvement programs, specific plans, environmental impact procedures, building and housing codes, and redevelopment plans.

## **E. ONCE ADOPTED, CAN THE PLAN BE CHANGED?**

### **Requirement for Flexibility**

The General Plan should not be viewed as a final statement of the County's vision. Over time, the County's population will change, its goals will be redefined, and the physical environment in which its residents live and work will be altered. San Joaquin County will undergo change continuously; the Plan simply represents a depiction at this particular point of how the planning policies apply to the future. In order for the Plan to be a useful document, it must be monitored and periodically revised to respond to and reflect changing conditions.

### **Amendments**

State law permits the Plan to be amended up to four times in any calendar year, unless special conditions apply as defined by Government Code Sections 65358(c) and (d). Each amendment may contain more than one change to the Plan.

### **Regular Updates**

The Plan should be reviewed and revised, as necessary, annually. A more comprehensive and thorough review and revision should be done every five (5) or ten (10) years. A comprehensive revision is necessary to recognize changing conditions, both internal and external to the County; the availability of more recent planning data; and shifts in community values.

## **II. OVERVIEW OF SAN JOAQUIN COUNTY**

This chapter briefly summarizes the existing and future conditions affecting development in San Joaquin County. It identifies the issues and the assumptions to be addressed in managing and developing the County's key resources. The concept of resources as described here is broadly applied. It includes not only natural resources, but also the people and job opportunities available within the County, as well as the governmental and institutional relationships that have emerged. This chapter concludes with the key assumptions of the Plan and with an explanation of how the General Plan can be a valuable instrument in confronting these existing and future challenges.

### **A. NATURAL ENVIRONMENT**

#### **Landform**

San Joaquin County occupies a central location in California's vast agricultural heartland, the San Joaquin Valley. The County encompasses nearly 920,000 acres (or about 1,440 square miles) of relatively level, agriculturally productive lands. The foothills of the Diablo Range define the southwest corner of the County, and the foothills of the Sierra Nevada lie along the County's eastern boundary. The County's regional setting is shown in Figure II-1.

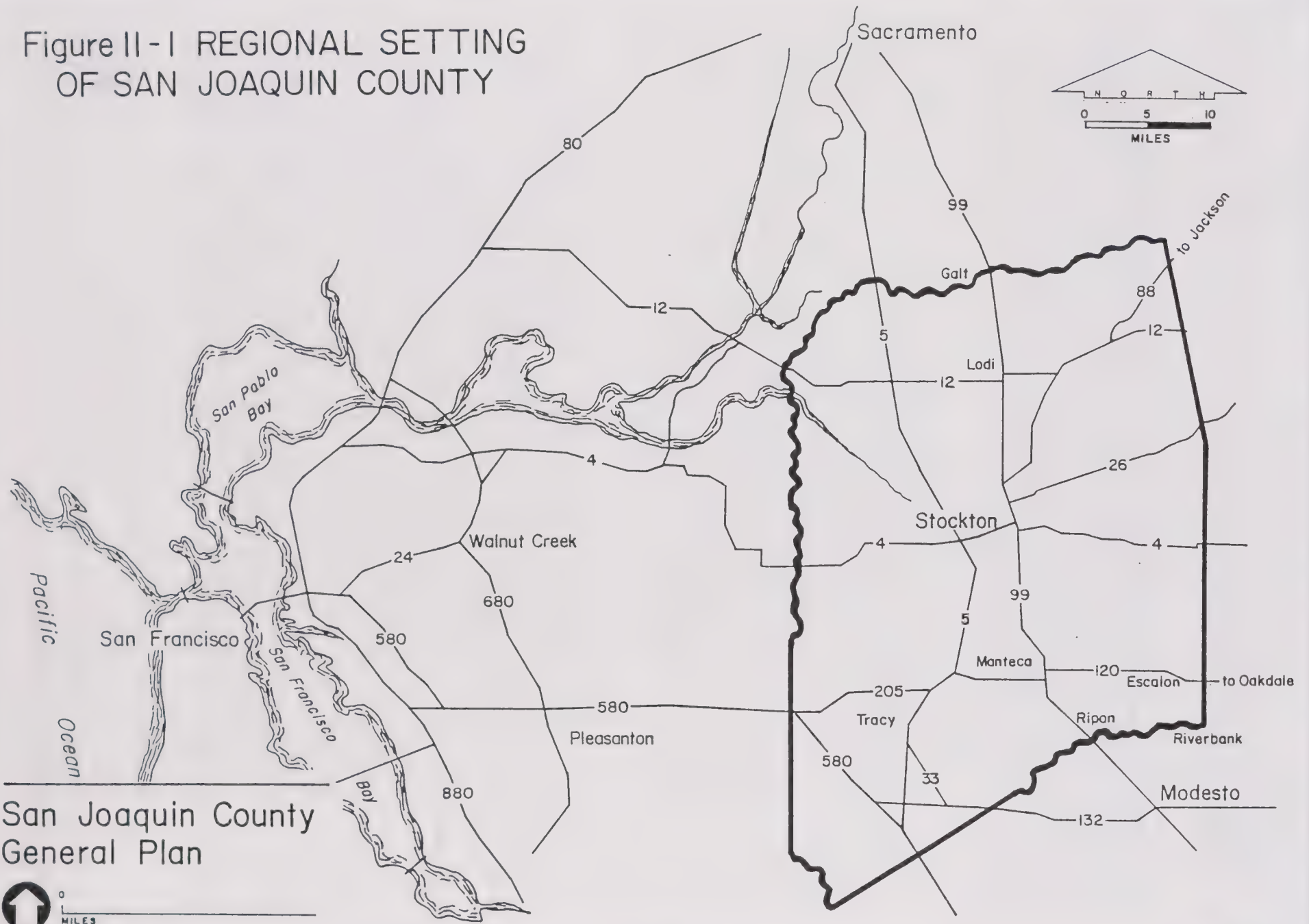
#### **Agriculture**

Created by sediments that have washed out of the major rivers that drain the area, the valley is characterized by rich agricultural soils and farming activities. Fruit and nut crops, field crops, and livestock and poultry are the mainstays of a vibrant and dominant agricultural economy, and contribute to the County's ranking among the State's top ten counties in gross farm receipts.

Level, well-drained soils, however, are also prime areas for urban development. Although urbanized areas comprise a relatively small proportion of the County, the tremendous growth pressures in the San Francisco Bay Area, coupled with the absence of affordable housing there, have made San Joaquin County a highly attractive location. The encroachment of urban uses into farming areas not only means the loss of productive soils but also the greater potential for land use conflicts, since new residents do not want to contend with normal agricultural operations which generate dust, noise, and odors. In addition, large agricultural parcels are divided into smaller lots. Intended to create "ranchettes" or hobby farms or to provide homesites for family members, the parcelization of the land into parcels 10 acres or less in size effectively frustrates efficient use of the land for commercial agriculture. The costs of operations and support services may then increase, which lead to further pressure to sell or subdivide.



Figure II-1 REGIONAL SETTING  
OF SAN JOAQUIN COUNTY



## **Natural Environment (cont.)**

### **Surface Waters**

The County is interlaced with a complex network of creeks, rivers, and canals, which define the character and landscape almost as much as the vast acreages devoted to agriculture (see Figure II-2). The County's major rivers, the San Joaquin, the Mokelumne, the Calaveras, and the Stanislaus, all lead to the Sacramento-San Joaquin Delta in the western half of the County. It is in this region, at the confluence of the Sacramento and San Joaquin Rivers, that about one-half of the State's entire runoff water volume passes. The biologically and agriculturally rich Delta encompasses about 565 square miles in the County. The waterways provide recreation opportunities, scenic beauty, and water for municipal, industrial, and agricultural users.

All of the rivers leading into San Joaquin County have been modified by impoundments or diversion channels. Runoff from the Mokelumne River watershed is stored in the Pardee and Camanche reservoirs for use by the East Bay Municipal Utility District. The New Hogan Reservoir provides flood control along the Calaveras River and helps meet the needs of the Stockton-East Water District. The Stanislaus River is impounded upstream at the New Melones Reservoir with a storage capacity of 2.4 million acre-feet.

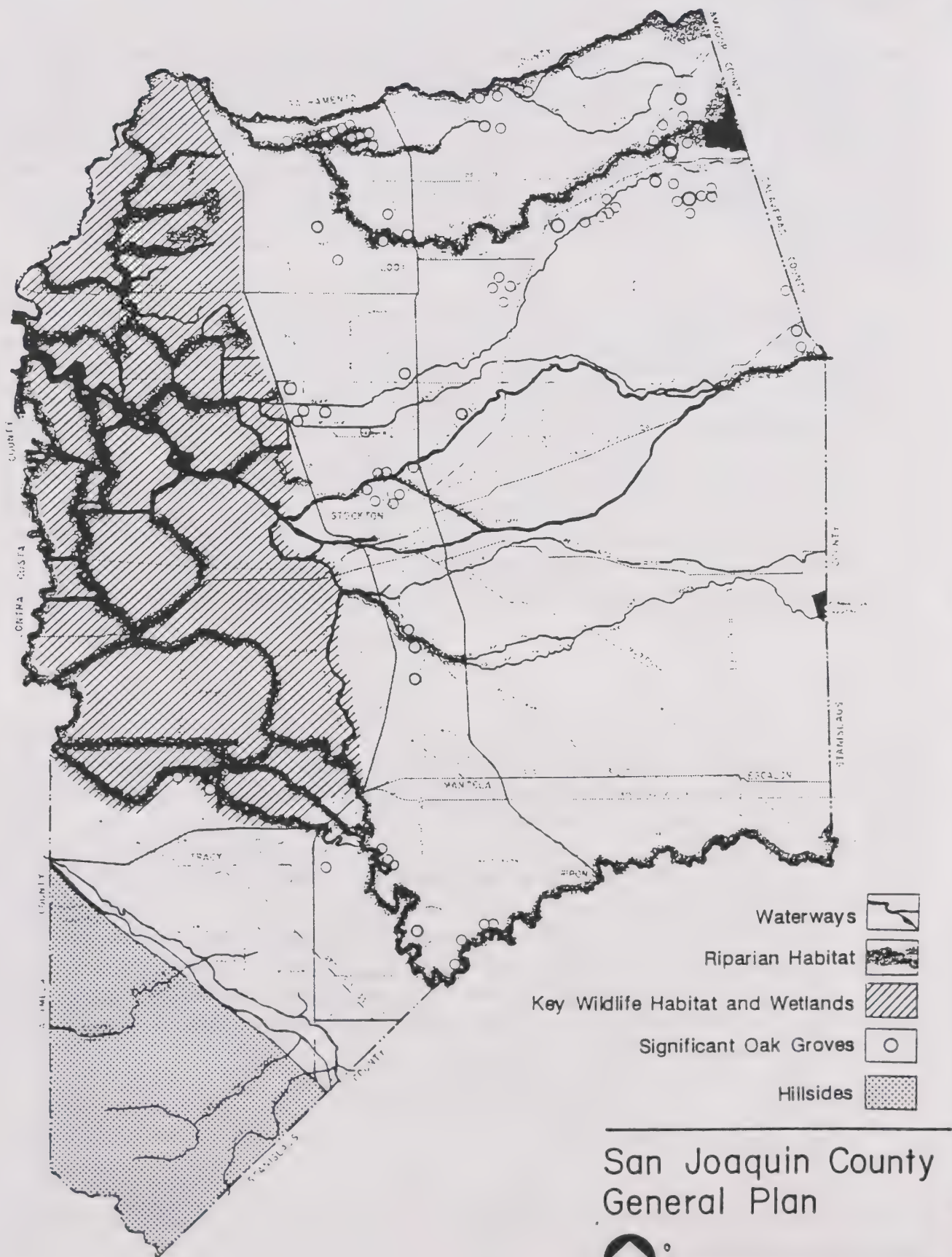
Both the Delta-Mendota Canal and the California Aqueduct carry tremendous volumes of water from the Delta area to the south. A complex, controversial issue that has raged for years is how much water can be diverted and channelized without adversely affecting water quality in the Delta and the Delta fisheries. As the demand grows to transport water to the south to satisfy agricultural needs and an ever-exploding population, the need to develop and implement environmental safeguards for the County's waterways will become even more critical.

### **Groundwater**

Underlying the County is a vast underground water basin, or aquifer, that extends north and south through the Central Valley. The portion serving San Joaquin County is the San Joaquin Groundwater Basin and provides about 30 percent of the County's water needs. However, continuous withdrawal from the groundwater has resulted in an overdraft situation, when the water is withdrawn faster than it can be replenished. The absence of a comprehensive and rigorous groundwater management program has resulted in three major problems. First, it has reduced the groundwater's long-term reliability as a water source. Second, the overdraft situation has also allowed saltwater underlying the Delta to intrude into the groundwater basin, diminishing its quality and usefulness. Finally, overdraft may have contributed to the sinking of Delta lands. This, along with peat oxidation and other factors, has resulted in some of the Delta islands being below sea level. Without the introduction of supplemental water supplies and a more aggressive program for groundwater management, groundwater pumping will continue to decrease water levels in the San Joaquin Groundwater Basin.



Figure II-2 NATURAL FEATURES



## **Natural Environment (cont.)**

### **Plant and Animal Life**

The County has diverse vegetation and wildlife habitats. The species vary with the County's geographic subregions, the Delta, the southwest foothills, the Sierra Nevada foothills, and the Valley floor. Because of the pervasiveness and proximity of the waterways, fisheries and sport fishing areas are common in the County. The Delta (see Figure II-2) is essential as a habitat for catfish and other resident fish, as spawning grounds for striped bass, and as an access from the ocean for salmon and other anadromous fish to the rivers of the Sierra Nevada. The Delta is one of the State's most biologically productive areas because of its unique setting at a point between a freshwater and saline environment. The marshlands serve as a habitat for several rare and endangered species, including the giant garter snake, the black rail, and the greater Sandhill Crane. The vegetative communities along the Delta and rivers provide food and cover for a large number of birds, fish, and mammals. The Delta waterways and adjacent farmland are also a major wintering area along the Pacific Flyway, one of North America's primary waterfowl migration routes.

The southwest foothills of San Joaquin County contain a desert-like habitat of chaparral, grassland, and woodlands. It is significant because it represents the northernmost range of this type of habitat in the State. The foothills are inhabited by mule deer, the only big game species in the County, the endangered San Joaquin kit fox, and other protected species. In recognition of its biological significance, the State has created the Corral Hollow Ecological Reserve in this area.

The Sierra Nevada foothills at the eastern end of the County contain a mixture of grasslands, scattered woodlands, and riverside riparian habitats, which provide food and cover for the local reptiles, raptors, deer, and fish. Many of the Valley floor's native plant and wildlife species have been disrupted by agricultural activities and urbanization. However, there remain several significant stands of Valley oaks.

The ability of natural resources to sustain and regenerate themselves in the face of commercial agriculture or urbanization is extremely limited. The encroachment of development into sensitive habitat areas for plants and wildlife can eliminate these species or create stresses on the species that make it difficult to survive.

### **Extractive Resources**

The State has identified a number of regionally significant sand and gravel aggregate resource areas in the County. Their importance is borne out in the County's increasingly greater share of the State's production of sand and gravel. The extraction sites are concentrated in three areas, at the northeastern end of the County along the Mokelumne River, along the San Joaquin River west of Manteca, and to the south and southwest of Tracy. The most significant of these lies near Tracy. The County is fortunate to have these deposits rather than having to import them and increase the cost of development. The deposits should be protected until they are excavated. Their excavation, however, is not without potentially significant impacts. These deposits often occur within prime agricultural lands, in sensitive plant and animal habitats, in recreational areas, or in the path of urban development. It is, therefore,



## **Natural Environment (cont.)**

necessary to strike a balance between environmental protection and economic production. The State, the County, and the City of Tracy enforce regulations geared to regulate the operations at these mining sites and to reclaim the site once the resource is exhausted.

San Joaquin County has also long been an active site for natural gas extraction. As early as 1854, when a water well drilled in Stockton yielded water and gas, there has been interest in the County's gas fields. Most of the gas is extracted from fields in the Delta. Yields from the currently producing reserves are not expected to last beyond the year 2000, although firms continue to explore for new reserves.

## **Climate**

San Joaquin County has a dry climate, marked by very little rain. Its summers are long and dry (with a growing season averaging 292 days around Stockton), and colder, rainy weather is typical between November and April. Average annual rainfall ranges from 8 inches a year in the southern part of the County to 18 inches in the northern part. The temperature ranges from average daily maximums of 94 degrees to average daily minimums of 59 degrees in June and from average daily maximums of 53 degrees to average daily minimums of 36 degrees in January.

The warm temperatures, the prevailing wind and the County's location in an enclosed valley are critical factors in the County's ambient air quality. From May to October high ozone levels are common due to the intense sunlight and heat. Between October and January, weather conditions commonly trap air pollutants near the earth's surface. Dust from spring winds and agricultural operations account for most of the area's particulates. The concentrations of ozone, particulates, and carbon monoxide exceed the national standards and consequently require that the County have a program to reduce the pollutants to meet the standards.

## **B. BUILT ENVIRONMENT**

San Joaquin County was originally occupied by the Native American tribes of the Northern Valley Yokuts. Arrival of the Europeans was marked by French-Canadian trappers/hunters in the early 1800's. Concurrently, Mexican land grants covered over 100,000 acres, the largest being Campo de los Franceses. These "rancho" grants on which cattle and horses dominated were characteristic of the State's economy during the 1830's and up until the time of the Gold Rush in the late 1840's and 1850's. During the mid-1800's, San Joaquin County was a frequent stop along the main stagecoach roads, which connected Stockton, Lodi, Lockeford, Farmington, Lathrop, Banta, Manteca, and Tracy. It was during this period, in 1850, that the city of Stockton incorporated as the County's first city. Many of the County's communities have developed along these former transportation and trade routes.

Today, the County is a leading agricultural producer, but is undergoing a transformation to a more industrial and service economy. The County's population of 480,628 in 1990 is concentrated largely in

## **Built Environment (cont.)**

its seven cities: Stockton, Tracy, Manteca, Lodi, Escalon, Ripon and Lathrop (see Figure II-3). Tracy, Lathrop, Manteca, Ripon and to a lesser extent Stockton, are experiencing the greatest growth as they feel the first wave of out-migration from the Bay Area. A number of unincorporated communities, many of whose origins are traced to serving surrounding agricultural activities, function as important residential and employment centers. Stockton has traditionally been and continues to exist as the financial, governmental, cultural, and commerce center of the County. At the hub of an extensive railroad network and containing the State's largest inland deepwater port, Stockton plays a principal role in the County's economic well-being.

State Route 99 and Interstate 5, two of the State's major north-south roadways, pass through San Joaquin County, offering the County excellent access in both these directions. Interstates 205 and 580 provide direct connections to the San Francisco Bay Area to the west. Combined with three transcontinental railroads, with Amtrak Service, an intercity bus line, a metropolitan airport, and a port connecting to the Pacific Ocean, the County is strategically located to continue its major role in intra- and interstate trade. This regional transportation network in conjunction with relatively low land costs has attracted nonagriculturally related industrial development. Historically, food processing has been one of the area's largest manufacturing activities. Now, a greater emphasis on durable goods including electronics manufacturing is being witnessed.

The increasingly closer linkages with the San Francisco Bay Area, the Sacramento metropolitan area, and the larger Central Valley are beginning to strain the County's infrastructure, that is, its roads, water supply systems, wastewater treatment facilities, and drainage systems. Several deficiencies in the circulation system have become evident. Projections for the four-lane Interstate 205 indicate that it will need to be widened to eight lanes to handle the new commuters crossing the Altamont Pass each day. Moreover, the ability to upgrade and expand water supply systems and wastewater treatment plants to accommodate the new growth has been greatly hampered by their high costs. If the County is to sustain this growth and achieve a more diversified economic base, new financial and regulatory mechanisms must be established to ensure timely and cost-efficient provision of, and improvements to, the County's infrastructure.

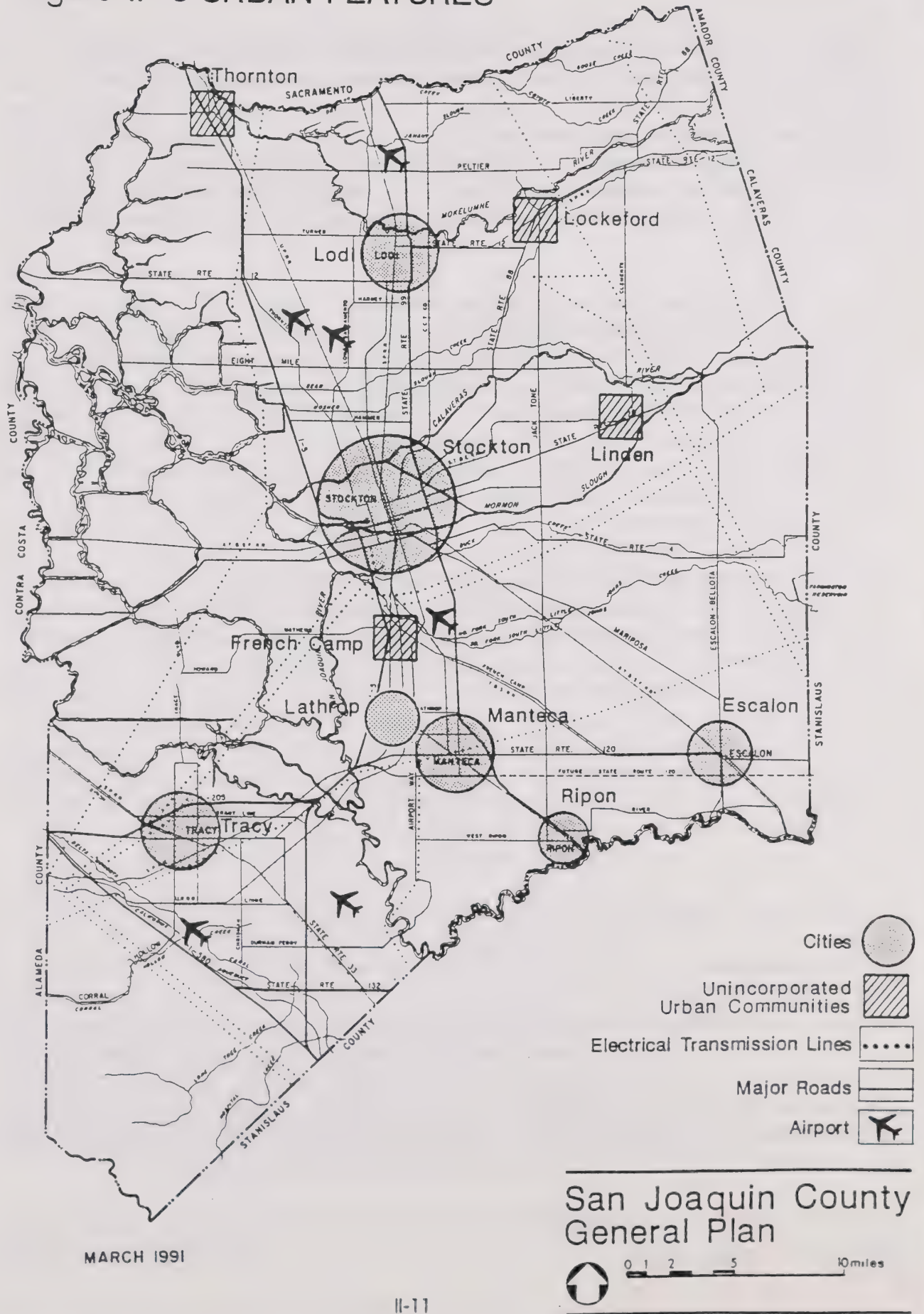
## **C. INSTITUTIONAL ENVIRONMENT**

### **Board of Supervisors**

The Board of Supervisors is the cornerstone of any policy formulation and implementation in the County. It is the Board through its decision-making authority that will affirm the policy direction and priorities contained in the Plan. The Board is ultimately responsible for adoption of the General Plan, as well as the regulations, capital improvement programs, administrative and review procedures, and financing mechanisms that are proposed by the Plan. The Board's authority to establish policy, set funding priorities, and enact ordinances is critical for implementation of the planning program.



Figure II-3 URBAN FEATURES





## **Institutional Environment (cont.)**

### **The Planning Commission**

The Planning Commission is responsible for shaping the Plan and forwarding it to the Board for its approval. More critical is the Commission's role to ensure that all subsequent development applications are consistent with the goals, objectives, and policies expressed in the Plan. Through this authority, it is the Planning Commission and its planning staff that ensures that the Plan is implemented on a day-to-day basis - that the appropriate land uses are proposed in the proper locations, that the appropriate levels of service are provided, that the proposed uses conform to development regulations, and that the environment has been adequately protected.

### **The County Staff**

The Board and the Commission are assisted by the various County departments, which are responsible for reviewing development applications and advising the Planning Commission on their conformity with County policy. The following descriptions identify those agencies that are of paramount importance in the formulation and implementation of the Plan.

- County Administrator's Office is responsible for ensuring the County maintains a strong fiscal position and can finance public improvements.
- County Community Development Department is responsible for ensuring that development applications comply with development standards and policies, for proposing planning policies and General Plan and ordinance amendments for consideration by the Commission, and for inspecting buildings for conformance with building standards.
- County Public Works is responsible for ensuring that public facilities and utilities, such as roads, water supply, sewerage, and drainage, are properly designed to accommodate the projected development.
- Environmental Health Division is responsible for ensuring that private water supply and waste disposal systems are adequately designed to protect public health and safety.
- The Sheriff's Office and the County Fire Warden are responsible for recommending development standards and for ensuring that there is adequate staffing and equipment to respond to public safety threats.

### **Other Jurisdictions**

A number of special purpose local governments, such as water districts, community services districts, sanitary districts, and municipal advisory councils, indirectly affect land use decisions through their provision of services or recommendations. The following agencies have major importance for countywide development:

## **Institutional Environment (cont.)**

- The San Joaquin County Council of Governments, a regional confederation of the County and the seven cities, is responsible for transportation planning, as well as for the Airport Land Use Plan and other regional planning activities.
- The Local Agency Formation Commission is responsible for reviewing and approving boundary changes such as annexations and spheres of influence to ensure orderly urban development and efficient provision of services.
- Each of the seven cities in the County has land use jurisdiction within its own incorporated areas. Because of issues of land use compatibility, service provision, transportation, and environmental management, the cities and County must closely coordinate their planning efforts. In addition, each city defines a "sphere of influence" beyond its city limits. It is within this sphere of influence that the city expects to ultimately grow and provide services. Addition of the unincorporated areas within a city's sphere to the city occurs through annexation. These "fringe" areas around cities require special land use consideration, because they lie within the County's jurisdiction but are ultimately to be part of the cities.
- The State government operates at two levels in San Joaquin County. One level is the exercise of direct control over lands it owns within the County, such as parks, other recreational facilities, and ecological reserves. On the other, more significant level, it operates through various State agencies concerned with transportation planning, air and water quality, solid waste management, water resources, and wildlife resources.

## **D. PEOPLE OF THE COUNTY**

Immigration patterns have resulted in an ethnically diverse population in the County.

- In the middle 1800's, many first and second generation European immigrants came to California and Stockton for the Gold Rush.
- In the late 1800's, many Chinese moved to the County after the transcontinental railroad was built to build the levees in the delta.
- Sikhs came from northwestern India around 1900 to become a prominent labor force in the Delta farmlands. Their principal sanctuary in the United States is located in South Stockton.
- During the 1930's, Stockton had the largest population of Filipinos outside of the Philippines.
- Since the end of the Vietnam war in 1975 to 1987, approximately 30,000 Southeast Asians have moved to San Joaquin County. The County has large ethnic populations of Hispanics, Blacks, Japanese, Jews, and Native Americans.

## People of the County (cont.)

The latest influx of immigrants is not an ethnic immigration, but is an immigration from the crowded urban Bay Area into the Central Valley. This immigration is generally of persons of higher education and technical skills. These groups usually want to have all the amenities one finds in a large urban area that may not be available in the County at this time.

The County population is concentrated in the urban areas, with 80% located in the central one-third of the County, between State Route 99 and Interstate 5. The percentage of people living in the unincorporated areas has decreased, but a substantial percentage still resides there (about 30% in 1987). Most of these people live around the fringes of Stockton or in unincorporated urbanized communities. As is true throughout the country, the median age of County residents is increasing. With an older population more health care services will be needed.

San Joaquin County has consistently had higher rates of poverty and unemployment than the State as a whole. For example, in 1980, 13.3 percent of the County's residents had incomes below the poverty level, compared to 11.3% of California residents. In 1991 the County's 13.9 percent unemployment rate compared to a 7.4% statewide average.

The following figures indicate that the County has more unemployment and poverty than does the state as a whole:

		County	State
1980	Population under Poverty Level	13.3%	11.3%
1991	Unemployment	13.9%	7.4%

In 1987, the County's civilian labor force totalled 189,300. The recent transformation of the County labor market, caused by declining employment demand in the agricultural sector, has created a large base of unskilled surplus labor. During the planning period, further shifts in employment are expected to occur, and demand for skilled workers will increase. County workers need to be prepared with training and education.

The average household income is expected to increase with more skilled jobs, with an increase in the number of employed persons per household and with higher wages from out-of-county jobs.

## E. KEY ASSUMPTIONS FOR THE PLAN

This section identifies some of the key assumptions helping to define the planning framework and provides the context for some of the policies that are proposed in this Plan.



## Key Assumptions for the Plan (cont.)

### Population Growth:

**The County will grow rapidly during the planning period.** Based on State Department of Finance (DOF) projections to 2005 and extrapolated by County staff to 2010, total population for 2010 would be about 750,000. This equates to an average annual population growth rate of 2.8 percent, which is almost 40 percent the State's projected annual average growth rate of 2.0 percent between 1985 and 2010. Figure II-4 shows the historic growth trend. Between 1960 and 1980 the County grew at an average annual rate of about 2 percent. Between 1980 and 1990 the average annual growth rate was 3.3 percent. It is not believed that this growth rate will continue through the 20-year planning period of this General Plan.

Figure II-4 shows the historic growth trend. Between 1960 and 1980 the County grew at an average annual rate of about 2 percent. Between 1980 and 1990 the average annual growth rate was 3.8 percent. It is not believed that this growth rate will continue through the 20-year planning period of this General Plan.

For planning purposes, the County is assuming a 2010 population of 750,000 to 830,000. This would be an average annual growth rate between 1990 and 2010 of 2.8 to 3.6 percent. The higher figure could be expected if the supply of available land attracts growth that may otherwise occur in surrounding counties.

### Source of Population Growth:

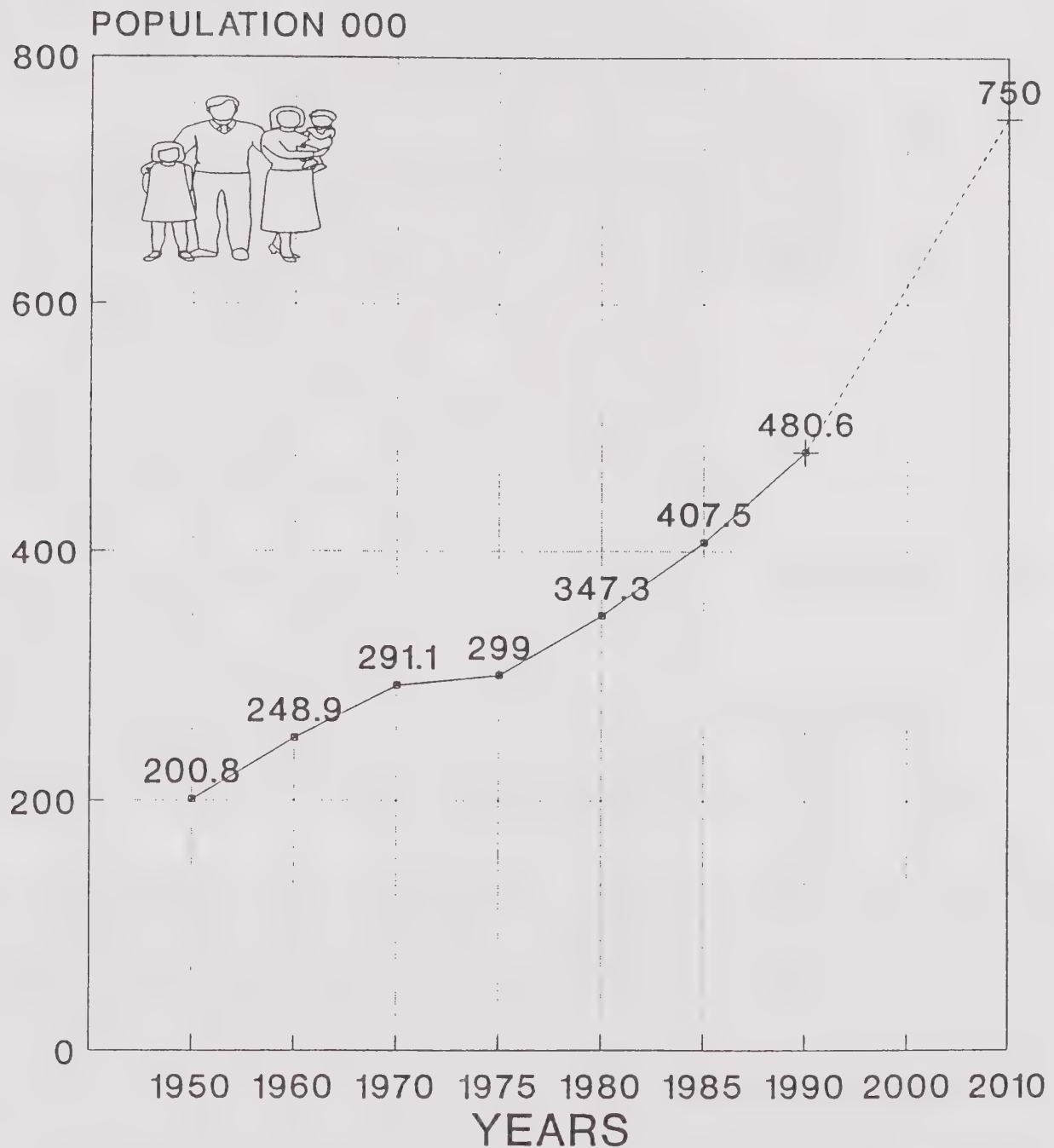
**People migrating in from other places will continue to be the primary source of population growth, as opposed to natural increase (births less deaths) of the existing population.** A substantial amount of the projected population growth will be attributable to new employment opportunities in the Tri-Valley area, west of San Joaquin County. Studies undertaken by the San Francisco Bay Area Association of Governments reveal that more than 280,000 new homes must be built in the nine-county Bay Area by 1995 if the region wants further economic growth. The prospects for accomplishing this target are grim. Significantly, the greatest needs are projected for Alameda, Contra Costa, and Santa Clara Counties—those closest to San Joaquin County. The net effect will be continued pressure on San Joaquin County to supply the housing. A lesser amount of the new population growth will be due to employment in the Sacramento area.

### Distribution of Population:

**Most of the growth will occur in urban communities, both in the communities with incorporated cities and in possible new communities.** A small portion of the growth will occur in the County's

Figure II-4

## POPULATION GROWTH (TOTAL POPULATION)



Source: Department of Finance (Household and Group Quarters population)



## Key Assumptions for the Plan (cont.)

existing unincorporated communities, particularly those that are planned to be substantially expanded. Early in the planning period a large portion of the growth is expected to occur in the southern part of the County, although new developments in the northern portion of the County may attract commuters from Sacramento. Stockton is also expected to experience a large amount of growth. The growth in the southern part of the County reflects the area's proximity to the San Francisco Bay Area, and particularly to the burgeoning Tri-Valley Area. As more county residents are locally employed, the County's northern and eastern communities will experience growth. Distribution of growth by planning area without new communities, is illustrated in Figure II-5.

### Employment Growth:

**The rapid increase in population will be accompanied by subsequent increases in employment, particularly during the second half of the planning period, as jobs follow the migration of population into the area.** By 2010, employment by place of work is expected to rise to 301,300, an average annual increase of 3.3 percent from the 1990 base figure of 182,100. This growth rate is substantially higher than the projected state wide annual employment growth rate of 2.2 percent. Admittedly, this is an optimistic rate of employment growth. If the population growth is to occur in the new communities, according to plan policies it will be necessary to have additional employment. If employment is not provided, the jobs housing balance will be adversely impacted and the financial implications for the new areas of development and the County as a whole would be substantial.

### Business Sector Growth:

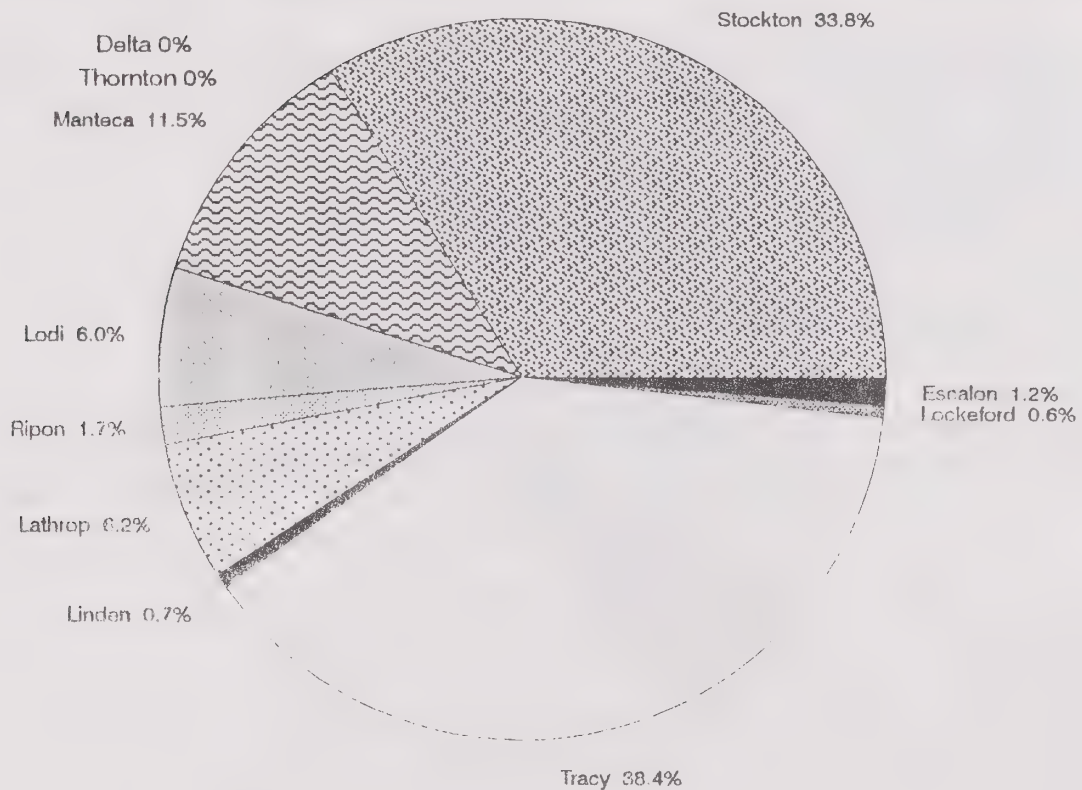
**Services will be the predominant growth industry.** Although agriculture has been a mainstay of the County's economy, employment in this industry is expected to continue a downward trend. While it will continue to function as a major source of economic output and revenues, it is projected the County will experience significantly more growth in the commercial sectors of retail, service, and office, and in manufacturing. The shift to a more service-oriented economy mirrors the changes projected for the State. Figure II-6 shows the projected change in employment by sector.

### Distribution of Employment:

**The location of future jobs will closely follow population growth.** The County's major employment centers are assumed to include the larger cities, Stockton, Lodi, Tracy and Manteca, as well as those new communities that are able to attract employment with their housing. In addition to these new communities, the new city of Lathrop is expected to be a strong growth area for employment.

Figure II-5

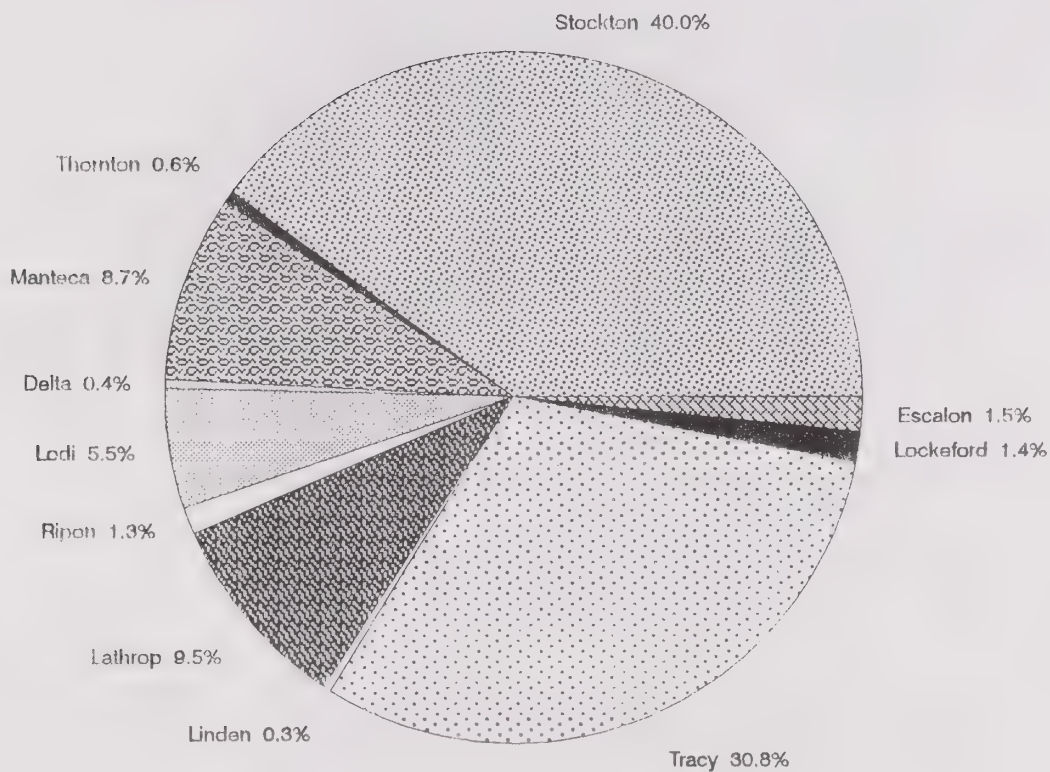
# **DISTRIBUTION OF HOUSEHOLD POPULATION GROWTH BY PLANNING AREA (By Percentage of Total Growth)**



Planning Area	Population (in thousands)		Change
	1990	2010	
Stockton	263.5	380.2	116.7
Delta	1.6	1.5	-.1
Thornton	2.5	2.4	-.1
Lodi	64.5	85.2	20.7
Linden	4.3	6.7	2.4
Lockeford	9.0	10.9	1.9
Escalon	9.8	13.8	4.0
Ripon	10.0	15.7	5.7
Manteca	49.7	89.5	39.8
Lathrop	7.8	29.1	21.3
Tracy	42.4	175.0	132.6
<b>TOTAL</b>	<b>465.1</b>	<b>810.0</b>	<b>344.9</b>
Sources: 1990 household population: California Department of Finance and San Joaquin County Community Development Department.			
2010 household population: San Joaquin County Community Development Department.			

Figure II-6

# **DISTRIBUTION OF EMPLOYMENT GROWTH BY PLANNING AREA (By Percentage of Total Growth)**



Planning Area	Employment (in thousands)		Change
	1990	2010	
Stockton	105.6	153.1	47.5
Delta	2.8	3.3	.5
Thornton	2.1	2.8	.7
Lodi	25.4	31.9	6.5
Linden	2.2	2.6	.4
Lockeford	1.7	3.4	1.7
Escalon	2.8	4.6	1.8
Ripon	4.6	6.1	1.5
Manteca	14.3	24.6	10.3
Lathrop	5.3	16.6	11.2
Tracy	15.3	51.9	36.6
<b>TOTAL</b>	<b>182.1</b>	<b>301.0</b>	<b>118.7</b>
Source: San Joaquin County Community Development Department.			



## Key Assumptions for the Plan (cont.)

- Growth Accommodation:**      **The County will encourage and support new growth provided that the growth is consistent with the County's policies and development requirements.** Services must be made available, development must occur in a fiscally responsible manner, and environmental quality should not be impaired. Local growth control measures will affect the distribution of population.
- Public Services:**              **Population growth and economic development will continue to impose demands on currently overtaxed public services.** The County cannot afford to finance and provide new development with public services, and previous sources of State and federal funding have been eliminated. Moreover, since much of the new population is coming from other highly urbanized areas, the new residents will tend to have higher expectations for levels of service than what the County has traditionally provided. Education is a critical service that must be adequate so that the quality of life can be maximized. Other services, such as infrastructure provision, fire protection, and the criminal justice system, are also critical and must be expanded if growth is to occur. Development will have to pay for services. Land use approvals need to be coordinated with service providers to insure that services are available when needed.
- Water Supplies:**              **Water supply will continue to be a critical issue throughout the life of the Plan.** New water supply projects may or may not be available to augment existing supplies. Growing concern over the reliability and suitability of the region's groundwater supply are likely to diminish the role of this traditional source of water in the County. Consequently, the question of whether there will be adequate supplies is cloudy at this time. It is assumed that water will be available to serve intensified and expanded agricultural, industrial, commercial, and residential use. This issue needs to be monitored carefully. If it appears that adequate water supplies will not be available, growth and/or water management measures will need to be instituted.
- Transportation:**              **The County's road network will continue to be its economic lifeline, but lack of funding for improvements will continue to be a major problem.** The majority of the County's businesses rely on motor transport, compared to shipping or the railroads. In addition, more and more commuters will continue to pour across the Altamont Pass. Circulation will be a powerful force in shaping the land use pattern. Funding for transportation improvements will be difficult and not all the improvements required will be made. A greater reliance on transportation system management and commuter transit will be needed to relieve the burden on the roads. The County must work closely with its cities and with adjoining counties in providing an adequate circulation system.

## F. THE GENERAL PLAN AS A RESPONSE TO CHANGE

The preceding sections identified key issues confronting the County over the next 20 years:

- accommodating rapid population growth;
- responding to pressures for increased housing while insuring a balancing increase in jobs;
- minimizing growth impacts on agricultural land;
- attracting high quality jobs;
- ensuring adequate water;
- improving air quality;
- protecting the Delta;
- improving the circulation system;
- paying for infrastructure and services;
- developing interjurisdictional coordination; and
- maintaining the quality of life.

The General Plan is the County's opportunity to address these issues with forethought and with deliberate programs for action. At the same time, the General Plan must be adaptable enough to recognize changing conditions. The issues and assumptions presented here are a reflection of the present setting. Over time, some of these planning factors may become irrelevant and new issues will arise. Thus, the Plan must be comprehensively reviewed on a regular basis.

Sight must not be lost of the fact that the General Plan sets direction. Accordingly, many of the recommendations in the Plan should be valid regardless of the amount of growth, because they suggest how growth should occur. Consequently, the growth projections may fall short or exceed those assumed in the Plan, yet the general distribution of land uses, the levels of service desired to accommodate this growth, and the conservation and management of the natural resources should continue to apply.

### **III. THE COUNTY GENERAL PLAN CONCEPT**

This chapter identifies the County's goals, key strategies for guiding growth, and the Plan's land use designations.

#### **A. GOALS**

**Goals** are broad expressions of the type of environment desired by the people who live and work in the County. The following chapters contain the objectives, policies, and implementation actions that, along with the goals, will guide the long-range development of San Joaquin County.

##### **Overall Goal:**

Balance social, environmental, economic, cultural, and aesthetic concerns to provide a quality living environment.

##### **Land Use Goal:**

Provide a well-organized and orderly development pattern that seeks to concentrate urban development and protect the County's agricultural and natural resources.

##### **Community Character Goal:**

Provide attractive and diverse living environments within the County and preserve and enhance those attributes that contribute to the County's favorable quality of life.

##### **Housing Goal:**

Provide an adequate supply of safe, sanitary, and attractive housing for all income groups in the County.

##### **Economic Development Goal:**

Provide a well-balanced, diversified economy with employment opportunities for all economic segments of the County.

##### **Circulation Goal:**

Provide a safe, efficient circulation system to accommodate the movement of people and goods.



## **GOALS (cont.)**

### **Public Services Goal:**

Provide adequate public services and facilities for local residents and businesses in a fiscally responsible manner.

### **Public Safety Goal:**

Provide an adequate level of public health and safety for local residents and businesses.

### **Resource Conservation Goal:**

Provide for the responsible management of the County's resources.

## **B. KEY PLAN STRATEGIES**

Identified below are some of the key strategies for carrying out the Plan. All project applicants and project reviewers should be aware of these strategies.

### **1. GROWTH ACCOMMODATION**

Growth to the year 2010 is expected to occur in both urban and rural settings, however, the overwhelming majority of the new development will be in urban areas. The County will plan sufficient land to accommodate the growth assumed by this Plan either within urban communities, rural communities, or rural areas.

- Urban communities, including incorporated cities and unincorporated communities, shall accommodate the vast majority of the development, because it is in these areas that urban services exist or are expected. In particular, growth shall be directed to the cities as much as possible.
- Rural communities shall grow primarily through infill and should not be expanded.
- Rural areas encompass all land outside designated communities and shall accommodate minimal growth because open space and agricultural preservation are paramount in these areas.

It is not enough to designate areas for growth on a map. Growth could be detrimental unless new policies are adopted to ensure that it can be accepted socially, environmentally, and financially. In recent years, the Federal and State financial assistance has decreased, and the County needs to provide new methods to pay for development.

For the County to accept the projected population and employment, some basic conditions must be met.

- First, urban development shall only occur when adequate public services (including public water supply, sewerage, and terminal drainage) exist or are provided to satisfy the needs of the project.
- Second, urban development shall be required to provide or contribute funds for all on-site improvements and for off-site improvements triggered by the proposed development.
- Third, environmental impacts shall be reduced to an acceptable level.
- Finally, urban development shall not adversely affect the fiscal health of the County.

Provided these four conditions are met, the County will encourage urban development.

The County supports a compact development pattern to reduce impacts on agricultural lands, minimize travel distances, reduce air pollutant emissions, conserve energy, and reduce the need to extend utilities.

## **2. LOCATION OF URBAN DEVELOPMENT**

New urban development shall be planned to occur not only in the incorporated cities and their fringe areas that meet servicing requirements of the plan, but also in the new urban communities on the plan map. The unincorporated urban communities are also expected to experience growth over the planning period. In the areas not planned as urban communities, urban development is planned only to occur in designated Freeway Service areas, Commercial Recreation areas, Truck Terminal areas, and as an expansion of existing industrial areas.

## **3. CONSERVATION OF RESOURCES**

Air and water are two indispensable resources for life. Both are in jeopardy in the County. Air quality standards are not being met, and growth in population and transportation demand could seriously worsen the situation. Water resources, ground and surface supplies, have been contaminated; additional surface water is needed. Policies and implementation measures address methods to minimize increases in automobile traffic (a major source of air pollution) and to more effectively use water and bring in new supplies.

**KEY PLAN STRATEGIES (cont.)**  
**Conservation of Resources (cont.)**

Much of the County is devoted to agricultural land, extractive resources and waterways. These areas are significant for their economic, recreational, and open space benefits. The Plan provides for the protection of these areas from unwarranted or premature urban encroachment through land use designations, policies, and zoning that restrict the permitted uses and intensity of development. To protect areas, such as habitat areas for rare and endangered species, areas of significant vegetation, and wetlands, the Plan requires detailed assessments of the resources. Development proposals that minimize impacts to the resources through clustering structures and providing setbacks from the resources are strongly encouraged.

**4. INTERJURISDICTIONAL COORDINATION**

More and more, San Joaquin County is becoming interdependent with communities outside its borders. The rapid development of the neighboring Tri-Valley region and the unavailability of affordable housing there has made the County's relatively low land prices especially attractive to new developers. At the same time, the County shares the environmentally sensitive and recreationally rich Delta with several other counties. Federal and state agencies also have jurisdiction over this resource. Coordinated management of the Delta is essential to preserve its many beneficial uses.

Within the County, the growth, largely in the cities, is creating countywide problems of traffic congestion, poor air quality, groundwater depletion, and an overall perception that the quality of life in the County is deteriorating.

The Plan strongly recommends that new opportunities be sought to forge interjurisdictional cooperation to confront these problems.

**5. LAND USE DESIGNATIONS**

The Plan establishes a broad range of land use designations to classify different types of land uses and identifies appropriate development guidelines for each. Described below are the land use designations contained in this Plan. The distribution of these different uses within the County is illustrated in the Countywide General Plan 2010 Map and the maps for each of the unincorporated communities. Building intensities and population densities for each land use designation are shown in Table III-1.



**TABLE III-1  
BUILDING INTENSITIES AND POPULATION DENSITIES<sup>1</sup>**

GENERAL PLAN		BUILDING INTENSITY <sup>2</sup>		POPULATION DENSITY	COMMENTS
DESIGNATION	Max % of Building Coverage	Max. Height	Dwelling Units/ Gross Acre	Persons/ Gross Acre	
RESIDENTIAL					
Rural	--	--	1-5/5ga	3-15/5ga	
Very Low Density	--	--	1-2/ga	3-6/ga	
Low Density	--	--	2-6/ga	6-18/ga	
Medium Density	--	--	6-10/ga	18-30/ga	
Medium-High Density	--	--	10-15/ga	30-45/ga	
High Density	--	--	15-40/ga	45-120/ga	
COMMERCIAL					
Neighborhood	60	2 stories	1/5ga (avg.)	3/5ga (avg.)	Residential only as accessory to commercial.
Community	60	3 stories	0-6/ga	0-18/ga	Residential only as accessory to commercial.
Office	60	3 stories	0-6/ga	0-18/ga	Residential only as accessory to commercial.
General	60	3 stories	--	--	Caretaker residences only. Transient lodging.
Freeway Service	60	3 stories	--	--	Transient lodging.
Rural Service	60	2 stories	1/5ga (avg.)	3/5ga (avg.)	Residential only as accessory to commercial.
Commercial Recreation	50	3 stories	--	--	Caretaker residences only.
INDUSTRIAL					
Limited	40/60 <sup>5</sup>	100 ft. <sup>4</sup>	--	--	Caretaker residences only.
General	60	100 ft. <sup>4</sup>	--	--	
Truck Terminal	50	45 ft.	--	--	
AGRICULTURAL					
General	--	--	1/20ga <sup>3</sup>	3/20ga	
Limited	--	--	1/5ga <sup>3</sup>	3/5ga	
Urban Reserve	--	--	1/20ga	3/20ga	
OPEN SPACE					
Resource Conservation	--	--	1/20ga	3/20ga	
Other Open Space	--	--	--	--	
PUBLIC	60	3 stories	--	--	
MIXED	100	60 ft.	10-40/ga	30-120/ga	

<sup>1</sup> See specific designations for additional information.

<sup>2</sup> Without bonus incentives.

<sup>3</sup> These are maximum numbers. Zoning regulations may not allow development to these densities.

<sup>4</sup> Applies only to industrial buildings. Commercial buildings, including offices, are limited to three (3) stories.

<sup>5</sup> 40% applies to areas zoned I-W. 60% applies to areas zoned I-P and I-L.



**KEY PLAN STRATEGIES (cont.)**  
**Land Use Designations (cont.)**

**General Agriculture** - areas generally committed to agriculture with viable commercial agricultural enterprises that require large land areas to efficiently produce their crops.

**Limited Agriculture** - areas with small-scale agricultural operations on 5-10 acres.

**Agriculture-Urban Reserve** - areas currently undeveloped and perhaps in agricultural production but expected to be converted to urban uses at some point, most likely beyond the planning period of this Plan.

**Rural Residential** - large lot (1-5 acres) residential development where full urban services are not available nor expected.

**Very Low Density Residential** - large lot (.5-1 acre) residential development within urban communities, with community sewerage, water, and drainage.

**Low Density Residential** - single family dwelling units at 2-6 dwelling units per gross acre.

**Medium Density Residential** - mobile home parks, and attached units such as duplexes, triplexes, and fourplexes at 6-10 dwelling units per gross acre.

**Medium-High Density Residential** - attached units such as townhouses and garden apartments at 10-15 dwelling units per gross acre.

**High Density Residential** - apartment buildings and other multifamily dwelling units at 15-40 dwelling units per gross acre.

**Neighborhood Commercial** - small, localized retail and/or service businesses that offer goods and merchandise to the immediate neighborhood.

**Community Commercial** - areas offering a full range of commercial retail and service establishments, allowing comparison shopping and serving urban communities or regional markets.

**General Commercial** - areas offering a wide variety of individual, specialized retail and service uses that are typically not oriented to comparison shopping, may require single-purpose trips, and cater to urban communities or regional markets.

**Office Commercial** - Administrative or professional offices.

**Freeway Service** - commercial uses oriented almost exclusively to serving the needs of the freeway traveler.

## **KEY PLAN STRATEGIES (cont.)**

### **Land Use Designations (cont.)**

**Rural Service Commercial** - retail and service uses which are frequently required by rural residents and the surrounding agricultural community.

**Commercial Recreation** - recreation-oriented, intense (at least 100 acres and capable of accommodating more than 500 persons at one time) commercial activities and associated facilities.

**Limited Industrial** - areas encompassing a wide range of industrial activities whose impacts are typically limited.

**General Industrial** - areas encompassing a wide range of industrial activities whose location and operational characteristics typically involve moderate to high nuisances for surrounding uses if not mitigated.

**Truck Terminals** - areas and buildings used by motor freight vehicles or trucks of common carriers for purposes of transferring, storing, assembling, and sorting cargo or for purposes of storing and maintaining the trucks used for such purposes on a regular basis.

**Public** - major institutional facilities, including schools.

**Mixed Use** - areas encompassing an activity center which contains a variety of compatible and integrated land uses.

**Resource Conservation** - those areas with significant resources that generally are to remain in open space.

**Parks** - neighborhood, community, and regional parks.

**Other Open Space** - golf courses, private open space areas, and cemeteries.

## **6. REGULATORY ORDINANCES AND DEVELOPMENT STANDARDS**

The Plan establishes the policy framework for the County's Development Title, which contains the land use regulations for the County. Among other things, the Development Title encompasses the zoning regulations, the subdivision regulations, and the various procedures for reviewing and processing development applications. An entirely new and updated Development Title has been prepared concurrently with the Plan to incorporate and be consistent with provisions and standards recommended by this Plan. A fundamental strategy for the Plan, being codified in the Development Title, is the enabling legislation authorizing the County to impose development fees on developers to provide essential public services and improvements.

Chapter VII describes the key strategies and actions to implement the General Plan.



#### **IV. COMMUNITY DEVELOPMENT**

The Community Development chapter of the San Joaquin County General Plan contains provisions that relate to the physical development of the County. More than any other section, this one will establish the development pattern and image of the County. It provides a framework for ensuring the logical organization of residential, commercial, industrial, and public facilities and services and for encouraging the timely provision of public facilities to meet the needs of the community. This chapter contains objectives and policies for the following sections:

- A. Community Organization and Development Pattern;
- B. Economic Development;
- C. Housing;
- D. Circulation;
- E. Utilities; and
- F. Public Facilities.

This chapter does not contain land use provisions for open space, agricultural, or resource conservation activities. These are found in Chapter VI, Resources.

#### **A. COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN**

##### **1. GROWTH ACCOMMODATION**

Over the next 20 years, San Joaquin County will continue to experience considerable development pressure. Large numbers of workers from the San Francisco Bay Area and Sacramento are finding the County's housing costs affordable and quality of life highly attractive. These new residents in combination with the natural population increase of existing County families will result in a substantial increase in the County's population.

San Joaquin County plans to accommodate this development pressure, providing development is consistent with the objectives and policies of this General Plan.

This General Plan intends to provide for the future growth in a manner that preserves the natural and rural assets of the County and that fosters coordination with the cities. This means ensuring that future urban development is compact, as opposed to sprawling, and that mechanisms are in place to minimize land use conflicts along city/County borders.



## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Growth Accommodation (cont.)

The plan directs most of the development to urban communities, either those that are existing or new communities designated on the plan. In order for this growth to occur, services such as sewer, water, drainage and public facilities must be provided. It is likely that the growth will occur only after annexation to the cities or after the development of specific plans showing phasing for new communities. These new communities will need to have financial mechanisms in place to ensure that the people of the communities pay for the cost of needed services and facilities. The development of new communities allows the County the opportunity to consider new design concepts and new ways of dealing with social, environmental, and fiscal problems that are plaguing some of the existing communities in the County. These communities, however, require that the County plan carefully, to ensure that they will not become a burden and to ensure that they are developed in a manner that does not cause harm to other communities.

A number of people will desire to live in smaller communities of the County. The existing urban communities such as Lockeford and Linden offer opportunities for some growth since they do have services. Other communities such as French Camp are expected to have services during the planning period and will allow alternate living environments.

Scattered throughout the County are enclaves of residential development, some of which are in old communities that have historically served the agricultural areas. The complete range of urban services typically found in urban communities is not generally available, nor encouraged, in rural communities. In most areas, water is provided by individual wells, sewage disposal is by individual septic tank-leach field systems, and drainage is either accomplished by ponds on individual parcels or is non-existent. It is the intent of the County to maintain these areas as they are and not to encourage their expansion or the formation of new rural communities. By contrast, there are some rural communities where it is anticipated that urban services will become available from adjacent cities. In these cases, the rural communities have been included as part of the urban communities.

The County has many antiquated subdivisions in the planned agricultural areas. The subdivisions were created before the County had development regulations and many lots are now substandard. Regulations are needed to ensure that only safe development occurs in these areas and that the impact on agriculture is minimized.

To accommodate a variety of living environments, the General Plan provides for growth in existing urban communities and in new urban communities as well as in rural communities. The distinction between urban communities and rural communities is based on their size, diversity of land uses, population density, public service availability, and proximity to commercial agricultural areas. The urban and rural communities of the County are identified in Figure IV-1.

Urban communities: encompass existing incorporated and unincorporated development that has a variety of land uses and are largely dominated by the built environment - buildings, roads, and businesses. They have, or are planned to have, full community services.

FIGURE IV-1: URBAN AND RURAL COMMUNITIES

URBAN

Incorporated

Escalon  
Lathrop  
Lodi  
Manteca  
Stockton  
Tracy  
Ripon

Unincorporated

French Camp  
Linden  
Lockeford  
Morada  
Mountain House  
Thornton  
Woodbridge

RURAL

Acampo  
Banta  
Chrisman  
Clements  
Collierville  
Coopers Corner  
Farmington  
Glenwood  
Lammersville  
New Jerusalem  
Noble Acres  
Peters  
Stoneridge  
Vernalis  
Victor

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Growth Accommodation (cont.)

Rural communities: have either historically served as a focus of activity for surrounding agricultural areas or are concentrations of homesites, and are usually surrounded by commercial agricultural activities.

Development should be properly located to fit into its surroundings. The environmental sensitivity of the area needs to be considered. If the area is suitable for development, the impact on the natural environment should be minimized. If the area contains existing development, new development should be compatible with it. Determination of compatibility should consider land uses, intensity and scale of development, operational characteristics, and level of services.

The design and aesthetics of a community affects not only its image and identity, but how residents feel about where they live, work, and play - an important part of the quality of life. A well designed area helps attract business, thus promoting economic development and job growth. In addition, people tend to respect an attractive environment and care for it better, resulting in more desirable communities.

Critical to the quality of life in the County is the establishment of adequate financing for development. The County must ensure that public facilities and services are available to serve new as well as existing development. With a scarcity of State and Federal financing, the County must develop its own revenue sources. In doing so, care must be taken not to adversely affect major objectives of the County, such as the provision of employment opportunities or affordable housing.

- |                   |  |
|-------------------|--|
| <b>Objectives</b> | <ol style="list-style-type: none"><li>1. To ensure that there is an adequate amount of land planned for urban development to accommodate the projected population growth in areas where the appropriate level of services are or can be made available.</li><li>2. To make efficient use of land and promote a functional development pattern with varied and compatible land uses.</li><li>3. To minimize the effect on agricultural lands and other environmental resources while providing for orderly growth.</li><li>4. To protect the public, existing and planned land uses, and the environment from natural and development hazards.</li><li>5. To create a visually attractive County.</li><li>6. To avoid the problems and costs imposed on local government by development that does not have adequate services.</li><li>7. To provide public facilities and services to meet needs in an efficient and cost-effective manner.</li></ol> |
|-------------------|--|

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Growth Accommodation (Cont.)

<b>Policies</b>	<u>Location and Character of Development</u>
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1. Urban communities shall:
  - (a) be planned to accommodate most of the County's projected growth;
  - (b) be planned with a variety of land uses;
  - (c) be planned to receive urban services, including community wastewater treatment, water, and storm drainage.
2. Rural communities shall:
  - (a) be planned to have minimal growth, mainly infill development, with expansion discouraged;
  - (b) be planned to serve the immediate needs of the community's residents or the surrounding agricultural community;
  - (c) have a minimum land area of 50 acres or have been identified on the General Plan 1995 map as a residential area.
3. The conversion of a rural community to an urban community may be permitted, provided that the services required to accommodate urban uses are provided.
4. The development densities and land use designations applied to urban and rural communities shall promote the character and quality of life desired for those communities.
5. Development shall be orderly and compact.
6. Development should occur on vacant lots within existing communities as "infill" before extending beyond the current developed areas of a community.
7. Residential, commercial, and industrial development shall be shown on the General Plan Map only in communities identified in Figure IV-I, except in the following instances:
  - (a) contiguous, industrial expansion of existing industrial areas;
  - (b) Freeway Service areas;
  - (c) Commercial Recreation areas; or



## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Growth Accommodation (cont.)

#### Policies

(Cont.)

- (d) Truck Terminal areas.
- 8. Outside of communities (identified in Figure IV-1), existing industrial areas (which may be expanded), Freeway Service areas, Commercial Recreation areas, and Truck Terminal areas, the General Plan Map land use designation shall be Agriculture or other open space designations.
- 9. Mixed use development (a combination of residential, commercial, and/or civic uses) shall be encouraged in urban communities, provided it does not create land use conflicts and provides for a close physical and functional relationship of project components.
- 10. Development shall be compatible with adjacent uses.
- 11. Development should complement and blend in with its setting.
- 12. Aesthetics should be considered when reviewing development proposals.
- 13. Development shall not jeopardize public health and safety.
- 14. The County shall support studies which would provide additional information on issues affecting the health and safety of the residents of San Joaquin County.
- 15. Development shall minimize impacts on the County's resources.
- 16. Any General Plan Amendment, or concurrent amendments, that would increase the residential acreage or population of an existing community by more than 50 percent shall:
  - (a) require a revision of the General Plan for the entire community;
  - (b) be site planned and designed to include identifiable neighborhoods with a network of pedestrian open spaces within each neighborhood as well as connecting neighborhoods, commercial areas, and employment centers;
  - (c) provide a variety and choice of housing for all socio-economic segments of the community;

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Growth Accommodation (cont.)

#### Policies

(Cont.)

- (d) maintain a close balance between jobs and housing;
  - (e) contain a circulation system that provides for automobiles, pedestrians, bicycles, and public transit;
  - (f) not adversely affect the fiscal resources of nearby cities or the County;
  - (g) ensure mechanisms for public services' and facilities' financing of on- and off-site improvements for each phase of development; and
  - (h) require a Master Plan, a Public Financing Plan, and a Specific Plan, the contents and processing procedures of which shall conform to the guidelines approved by the Board of Supervisors.
17. It is not the intent of the County to focus on development beyond 2010. Development beyond that projected for 2010 would necessitate a complete review of the Plan and the possible impacts on the County, its population, and its resources.

#### New Communities

18. A General Plan Amendment Application for a new community shall include documentation that adequate water is or will be available to serve the community.
19. New communities shall:
- (a) be adequately sized in order to provide a full range of services, urban infrastructure, and job opportunities;
  - (b) be located to minimize development of prime agricultural land and directed away from significant environmental resources;
  - (c) be developed at urban densities;
  - (d) be served by community water, sewage disposal, and terminal storm drainage systems, with these systems designed in such a manner as to be capable of serving only the proposed new community;
  - (e) be site planned and designed to include identifiable neighborhoods with a network of pedestrian open spaces within each neighborhood as well as

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Growth Accommodation (cont.)

#### Policies

(Cont.)

connecting neighborhoods, commercial areas, and employment centers;

- (f) provide a variety and choice of housing for all socio-economic segments of the community;
  - (g) maintain a close balance between jobs and housing;
  - (h) contain a circulation system that provides for automobiles, pedestrians, bicycles, and public transit;
  - (i) be located and designed to ensure that they will continue to be distinct communities, separate from existing communities;
  - (j) not adversely affect the fiscal resources of nearby cities or the County;
  - (k) ensure mechanisms for public services' and facilities' financing of on- and off-site improvements for each phase of development;
  - (l) be planned to be self-sustaining so that they can logically petition for incorporation; and
  - (m) provide for urban levels of police and fire protection.
20. The approval of a General Plan Amendment to add a new community to the Plan shall be accompanied by:
- (a) adoption of revised population projections and allocations for the County, based on credible studies, or
  - (b) redesignation of lands planned for urban development to Agriculture, or
  - (c) a combination of (a) and (b) to justify the addition to the Plan of the acreage in the new community.
21. A General Plan Amendment to expand a New community shall:
- (a) ensure that the New Community maintains consistency with the New Community policies of the General Plan;

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Growth Accommodation (cont.)

#### Policies

(Cont.)

- (b) demonstrate that there is a need for additional land for urban development in the community;
- (c) be consistent with the overall jobs/housing balance, and the affordable housing goals of the New Community.
- (d) contribute beneficially to an overall jobs/housing balance, and the affordable housing goals of the New Community.

#### Development Evaluation

22. Existing and future conditions shall be considered in the evaluation of projects.

#### General Plan Consistency

23. All development, public and private, and all County plans for development and ordinances shall be consistent with the County General Plan.
- (a) Minor differences in boundaries from those shown in the Plan Map may be considered in conformity with the Plan, unless an undesirable precedent would be set for more extensive and nonconforming changes in adjacent areas.
  - (b) Subdivision maps that redesign existing lotting patterns may be approved if the inconsistency with the General Plan is not increased.

#### Infrastructure and Services

24. Infrastructure shall meet the requirements and standards of the County and the operating agency.
25. Existing infrastructure should be maintained and upgraded when feasible, to reduce the need for new facilities.
26. Expansion of public facilities and services shall be based on current needs and projected growth patterns.
27. Infrastructure improvements should support growth but should not promote growth where it is not planned.
28. Development shall not encroach on planned road rights-of-way or land needed for interchange improvements.



## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Growth Accommodation (cont.)

#### Policies

(Cont.)

29. New development shall provide needed on-site and off-site improvements, and provision shall be made to ensure completion of these improvements.
30. Development shall be permitted only when financial mechanisms are in place to ensure that adopted service standards are met.
31. Equitable financing mechanisms for urban services shall be imposed to assure that service standards adopted in the General Plan are achieved for existing as well as future residents.
32. Development shall pay its fair share of the costs for public facilities and services.
33. When necessary to ensure adequate infrastructure for an area, system improvements beyond those necessary for a development shall be required. Provision shall be made for reimbursement from subsequent developments which benefit from the improved system.
34. When necessary to ensure adequate right-of-way reservation, infrastructure planning shall extend beyond 2010.
35. The County shall make maximum use of federal, State, regional, local, and private resources to address local needs.
36. School and park sites shall be obtained as areas develop.
37. The number of special districts shall be kept to the minimum necessary to provide efficient, cost-effective services.

#### Implementation

1. General Plan Map.
  - (a) The General Plan 2010 Map shall be based on the policies of the Plan and shall consider the cities' General Plans and those of surrounding counties. (Planning)
  - (b) The General Plan maps shall define areas sufficient to accommodate land uses and circulation for the projected population. (Planning)
2. Land Availability.
  - (a) The supply of land shall be monitored to ensure that there is an adequate amount for all densities of residential and other development. (Planning)
  - (b) Lands planned for non-agricultural development and under Williamson Act

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Growth Accommodation (cont.)

#### Implementation

(cont.)

contract shall be reviewed every five years and Notices of Nonrenewal issued for those lands appropriate for development. (Planning, Board of Supervisors)

3. Database/Mapping. The County shall develop and maintain a database which will identify, by parcel, land use, infrastructure, and environmental information. Information from the database shall be incorporated in a computerized mapping system. (Planning)
4. Zoning/Development Title.
  - (a) The Development Title shall include zones that implement the General Plan land use designations and policies. (Planning)
  - (b) Urban zones shall be applied to areas planned for urban development only when those areas are needed for development and when services are or can be made available, except for infill areas which may be zoned with urban zones prior to the availability of public services. Until that time, the areas shall be zoned Agriculture-Urban Reserve. (Planning)
  - (c) The Development Title shall include landscaping, street trees, screening, and signage requirements. (Planning)
5. Agriculture-Urban Reserve Zone. Except for agricultural and residential uses, uses allowed in the Agriculture-Urban Reserve Zone must be consistent with the underlying General Plan designation. Consistency shall be determined based on whether or not the proposed use is allowed in an urban zone that implements the General Plan designation.
6. Special Purpose Plans.
  - (a) The Development Title shall provide for Special Purpose Plans, as described in Figure VII-1. (Planning)
  - (b) Special Purpose Plans shall be prepared when a plan is needed to coordinate the development of land uses and/or services. (Planning, Public Works)
7. Project Review. The County shall:
  - (a) ensure that the Development Title defines requirements for development in accord with the policies of the General Plan; (Planning)
  - (b) prepare and maintain manuals specifying standards for development; (Planning, Public Works, Public Health)
  - (c) adhere to the policies of the General Plan in the approval of development; (Planning, Planning Commission, Board of Supervisors)

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Growth Accommodation (cont.)

#### Implementation

(cont.)

- (d) review public agency Capital Improvement Programs and land transfers for conformance with the General Plan, and periodically inform public agencies of this State requirement. (Planning)
- 8. Environmental Assessment.
  - (a) The potential environmental impacts of projects shall be evaluated and adverse impacts mitigated whenever feasible. (All Departments)
  - (b) Alternatives in Environmental Impact Reports shall consider 'in-fill' locations. (All Departments)
  - (c) The County Environmental Guidelines shall be revised. (Planning)
- 9. Market Analysis. A market analysis shall be required as part of the application for General Plan Amendments that would create more than 50 acres of commercial uses or 150 acres of industrial uses or 500 dwelling units. The study shall consider all applicable existing, planned, and proposed land uses in determining the need for additional area for development. (Planning)
- 10. Agricultural Land Conversion. The County shall establish guidelines for conversion of agricultural land to urban development. These guidelines shall address various categories of agricultural lands, lands under Williamson Act contract, and annexation of lands for urban development. (Planning)
- 11. Building Permits. Building permits for a development shall not be issued until all required improvements which can be made prior to construction are completed. (Building Inspection)
- 12. Substandard Lots. The Development Title shall contain minimum standards for substandard lots. (Planning)
- 13. General Plan Amendments.
  - (a) In reviewing an application for a General Plan 2010 Map amendment, the Planning Commission and the Board of Supervisors shall consider the overall consistency of the proposal with the goals, objectives, and policies of the General Plan, and should also consider the following:
    - (1) what physical, social, or economic factors exist that were not considered at the time of General Plan adoption and the evaluation of the proposal based on this new information;

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Growth Accommodation (cont.)

#### Implementation

(cont.)

- (2) existing reasonable alternative sites in the vicinity that are planned for the use and can accommodate the proposal;
  - (3) the potential for the proposal to establish an undesirable, growth-inducing precedent; and
  - (4) the effect of the proposal on the fiscal health of the County. (Planning, Planning Commission, Board of Supervisors)
- (b) In reviewing General Plan 2010 Map amendments to convert land from agricultural uses to non-agricultural urban uses, the following criteria should be used for evaluation:
  - (1) the merits of the proposed project and the availability of comparable alternative sites in areas already designated for urban uses;
  - (2) the potential for the project to create premature development pressure on surrounding agricultural lands;
  - (3) the availability of infrastructure;
  - (4) the resulting development pattern: leapfrog development shall be strongly discouraged; and
  - (5) the classification of the property in the Important Farmlands Inventory System. See the Agricultural Implementation Measures for information regarding the use of the Farmland Mapping Program in reconsidering the growth areas on the General Plan Map. (Planning, Planning Commission, Board of Supervisors)
- (c) The information from the Farmland Mapping and Monitoring Program should be used to reconsider the growth areas on the General Plan Map in order to reduce impacts on prime agricultural land. (Planning)
- (d) A proposed amendment to a Community Plan shall require a reconsideration of the entire Community Plan if changes in other portions of the Plan may be warranted. (Planning, Planning Commission, Board of Supervisors)
- (e) A General Plan amendment or a rezoning that would cause the 2010 projected development of a Planning Area to be exceeded shall require a



Implementation

(cont.)

reassessment of the environmental impacts of the General Plan 2010.  
(Planning, Planning Commission, Board of Supervisors)

- (f) A General Plan Amendment for areas in the Primary Zone of the Delta shall be consistent with the Land Use and Resource Management Plan for the Primary Zone of the Delta, as required by the State Delta Protection Act of 1992 (Public Resources Code 29700 et seq.).

14. Reclassifications.

- (a) In reviewing an application for a zone reclassification of land to an urban use the following criteria should be considered:
  - (1) that additional land is needed for urban development;
  - (2) that adequate services can be made available for the development permitted in the zone; and
  - (3) that approval of the proposal will not adversely affect the fiscal health of the County. (Planning, Planning Commission, Board of Supervisors)
- (b) Undeveloped areas of commercial, industrial, and residential zoning should be reviewed by the Planning Commission every three years to determine if the areas are suitable at that time for development or if they should be reclassified to Agriculture-Urban Reserve for later development. (Planning Commission, Planning)

15. New Communities.

- (a) After the General Plan Amendment is adopted, the following plans shall be adopted for a New Community:
  - a Master Plan;
  - a Public Financing Plan; and
  - a Specific Plan.

Plan contents and processing procedures shall conform to the guidelines approved by the Board of Supervisors.

- (b) For each New Community, the Master Plan and the Public Financing Plan shall contain a level of detail that is sufficient for full buildout of the

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Growth Accommodation (cont.)

#### Implementation

(cont.)

community. Prior to approval of each new phase of development, monitoring shall be done to determine compliance with the Master Plan, the Public Financing Plan, and the Specific Plan.

- (c) The Master Plan and the Public Financing Plan shall be prepared on a communitywide basis, and they shall be adopted prior to, or at the same time as, the adoption of a Specific Plan.
  - (d) Public Financing Plans shall conform with the County's financing policies.
  - (e) More than one Specific plan may be adopted for each New Community or portion thereof. Each adopted specific Plan shall be consistent with the Master Plan and the Public Financing Plan adopted for the community.
  - (f) An Environmental Impact Report (EIR) shall be prepared and certified for each Master Plan and Specific Plan of each new community. (Planning)
  - (g) A General Plan Amendment to expand a New Community shall also include an amendment to the Master Plan, Public Financing Plan and any other communitywide plan which has been adopted for the New Community.
16. Service Standards. The County shall adopt and maintain adequate standards for public facilities and services. (County Administrator)
17. Financing.
- (a) Funding Program. The County shall determine costs of development and establish a comprehensive program to fund infrastructure and services. (County Administrator)
  - (b) Fiscal Impact Assessment. Assessments of all projects shall include an analysis of the project's impact on public facilities, its fiscal impact, and measures to mitigate impacts. (County Administrator, Planning)
  - (c) Impact Fees. The County shall adopt development impact fees for infrastructure and services. (County Administrator)
  - (d) Effect of Fees. The effect of development impact fees on new development shall be monitored and the fees adjusted or certain uses exempted, if necessary, to prevent a serious impact on needed housing or employment. (County Administrator)
  - (e) Upgrading Existing Facilities. Benefit assessment districts or other

**Implementation**

(cont.)

financing mechanisms shall be created to pay for new utility system construction and maintenance activities where needed in existing developed areas. (Public Works, County Administrator)

- (f) State and Federal Funding. The County shall work for increases in State and federal funding for services provided by the County. (County Administrator)
- (g) Public Benefit. The County shall support the establishment of funding districts and the issuance of bonds for private development only if there is a clearly identified public benefit. (Board of Supervisors, County Administrator)
- (h) Financing Policies. The County shall adopt public debt financing policies and prepare procedures and criteria for the establishment, use, and other administration of development funding mechanisms such as grants, public debt financing, special taxes, assessment districts, Areas of Benefit, and impact fees. (County Administrator, Public Works, Planning)
- (i) Coordinator. The County shall establish a fiscal impact coordinator position in the County Administrator's Office to oversee the financing of development and public facilities and services; to coordinate financing with other agencies; and to annually prepare a five-year Capital Improvement Program. (County Administrator, Board of Supervisors)
- (j) General Plan Consistency. Proposed development for which grants and bonds are to be issued shall be found to be consistent with the General Plan after review by the Community Development Department. (County Administrator, Planning, Board of Supervisors)
- (k) Comprehensive Fee Study. The County shall do a comprehensive fee study that shall study individual fees and the cumulative impact of various fees for resource preservation, regional recreation, public services, and affordable housing. (County Administrator, Planning)

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Growth Accommodation (cont.)

#### Implementation

(cont.)

18. Service Districts.

- (a) The County shall work with the existing unincorporated communities and with LAFCO to consolidate services under a Community Services District or a County Service Area. (County Administrator)
- (b) A Community Services District shall be formed in new communities to provide services, including police and fire protection. (Planning)

## 2. RESIDENTIAL DEVELOPMENT

Residential development is the predominant land use in urbanized areas, as well as a significant factor in the location of other types of development. Therefore, residential growth patterns will, to a large extent, determine the form of urban growth. A large percentage of the residential growth between 1990 and the year 2010 is expected to occur in or adjacent to the incorporated areas of communities. The remaining growth would be accommodated principally in existing unincorporated urban communities. New communities, however, also may accommodate growth. The concentration of residential development into communities is intended to minimize the impact on agricultural areas and to capitalize on those areas that have urban services. Traffic is reduced when residential development is located in communities, near shopping and employment.

Residential development also occurs throughout the County, often clustered in rural communities, most of which lack community sewer, water, and drainage. These rural communities provide alternative living environments, but expansion or formation of new rural communities is not encouraged.

The following objectives, policies, and implementation measures supplement those contained in the Housing section of this chapter.

**Objectives**      1.      **To promote quality living environments for County residents.**

2.      **To provide a variety of living environments.**

**Policies**      1.      Residential Land Use Categories and Uses. The following residential land use categories shall be established to promote a range of housing types within urban and rural communities: Rural Residential, Very Low Density, Low Density, Medium Density, Medium-High Density, and High Density. Residential densities in new communities may be somewhat modified if permitted in a Master Plan.



## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Residential Development (cont.)

#### Policies

(cont.)

(a) **Rural Residential.**

- (1) Density: 1-5 dwelling units per 5 gross acres. Population density of 3 to 15 persons per 5 gross acres.
- (2) Typical Housing Type: Detached, single family dwelling units.
- (3) Locational Criteria: Appropriate in rural communities and only for areas of existing rural residential densities in urban communities.

(b) **Very Low Density Residential.**

- (1) Density: 1 to 2 primary dwelling units per gross acre. Population density of 3-6 persons per gross acre.
- (2) Typical Housing Type: Detached, single family dwelling units.
- (3) Locational Criteria: Appropriate in urban communities for large lot development, or within communities around sensitive natural resources, or on the fringe of urban areas. In the latter situation, it provides a transition to surrounding rural areas that are not expected to develop during the planning period.

(c) **Low Density Residential.**

- (1) Density: 2 to 6 primary dwelling units per gross acre. Population density of 6 to 18 persons per gross acre.
- (2) Typical Housing Type: Detached, single family dwelling units.
- (3) Locational Criteria: Appropriate for single-family neighborhoods.

(d) **Medium Density Residential.**

- (1) Density: 6 to 10 primary dwelling units per gross acre. Population density of 18 to 30 persons per gross acre.
- (2) Typical Housing Type: Single family, detached dwelling units; mobile homes; and attached units including duplexes, triplexes, and fourplexes.

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Residential Development (cont.)

#### Policies

(cont.)

- (3) Locational Criteria: Appropriate as a transition from lower density areas to commercial areas and more intensely developed residential areas. Development at the high end of the density range should occur along major transportation routes, around major commercial areas, and in some of the older residential areas.

(e) **Medium-High Density Residential.**

- (1) Density: 10 to 15 primary dwelling units per gross acre. Population density of 30 to 45 persons per gross acre.
- (2) Typical Housing Type: Attached units, such as townhouses and garden apartments.
- (3) Locational Criteria: Appropriate in central portions of urban communities, around major commercial areas, and along major transportation routes.

(f) **High Density Residential.**

- (1) Density: 15 to 40 primary dwelling units per gross acre. Population density of 45 to 120 persons per gross acre.
- (2) Typical Housing Type: Apartment buildings or other multi-family housing units.
- (3) Locational Criteria: Appropriate near central business districts, around major commercial areas, and along major transportation routes in urban communities. This intensity of residential development is normally found in incorporated cities.

- 2. The County may permit residential development at densities greater than the standard densities indicated for the residential land use designations in Policy 1 under one of the following conditions:

- (a) If the project applicant submits an acceptable Planned Development proposal demonstrating high-quality site planning and design, landscaping, and architecture, the project applicant may receive a

**Policies**

(cont.)

density bonus as provided for in the San Joaquin County Development Title.

- (b) If the project applicant submits a proposal that will create affordable housing as provided in the San Joaquin County Development Title, the project applicant shall receive at least a 25 percent density bonus plus an additional incentive.

The two density bonus provisions may be used separately or in conjunction with each other as specified in the San Joaquin County Development Title.

- 3. Second unit dwellings shall be permitted in residential zones as provided in the San Joaquin County Development Title, even if such a dwelling results in a density greater than the standard density specified for the residential land use designations in Policy 1.
- 4. To promote social interaction, strengthen identity with an area, and foster civic pride, residential development should be planned as neighborhoods of 3,000 to 5,000 people.
- 5. Residential support services, such as convenience commercial uses, parks, and educational facilities shall be planned in neighborhoods and sited to be conveniently accessible by all residents.
- 6. Residential development may be permitted in planned commercial areas if part of a mixed use development or if accessory to the commercial use, such as a caretaker residence or apartments above a commercial use.
- 7. The following non-residential uses may be permitted in areas shown for residential development on the General Plan 2010 Map:
  - (a) residential support services, such as social care facilities;
  - (b) limited commercial areas, with commercial zoning, to serve a portion of a neighborhood;
  - (c) open space recreation areas, including parks and golf courses;
  - (d) offices in Medium-High and High Density Residential areas; and
  - (e) home occupations.

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Residential Development (cont.)

#### Policies

(cont.)

8. Rural homesites shall be of a size sufficient to accommodate the desire for rural living and satisfy applicable health requirements while resulting in the consumption of as little agricultural land as possible.
9. Residential development shall be protected from incompatible land uses by the use of buffers and land use regulations.
10. In new communities, the Residential Low Density and the Residential Medium Density may be combined on the General Plan Map. The Master Plan Map may also combine the two land use designations, providing that the Plan establishes total acreages of each land use designation in any area where the two designations are combined and establishes policies for the location of each designation in a Specific Plan. The subsequent Specific Plan shall precisely locate Low Density and Medium Density Areas, in accord with the Master Plan policies.
11. In the Primary Zone of the Delta, General Plan and zoning residential densities shall not increase beyond those densities permitted as of January 1, 1992, at which time all agricultural land in the Delta was zoned AG-40 (General Agriculture, 40-acre minimum parcel size).

#### Implementation

1. Housing Density Bonuses. Density bonuses shall be offered in the Development Title as incentives to undertake a Planned Development and/or to provide for low and very low income housing. (Planning)
2. Rural Homesites. Applications for residential zoning permitting the creation of parcels less than two acres with septic systems shall be accompanied by a septic tank feasibility study. (Public Health)

### 3. COMMERCIAL DEVELOPMENT

Commercial activity in San Joaquin County is concentrated in the urban communities. The cities provide most of the community and regional commercial facilities and most of the offices, with the Stockton area serving as a regional commercial and business center. Along the major freeways, there are clusters of commercial uses which primarily serve the needs of the highway traveler. Mixed use service centers in the rural communities serve the needs of the agricultural community.

During the planning period, commercial employment is expected to be the fastest growing component of the workforce. Over forty percent of the 178,800 employees in the County in 1989 were occupied in retail, service or office activities. By 2010, well over half of the County's workforce will be employed in these sectors.

- |                   |   |
|-------------------|---|
| <b>Objectives</b> | <b>1. To provide commercial areas in appropriate locations to serve their market areas.</b> |
|                   | <b>2. To encourage the grouping of compatible commercial uses within compact</b>            |



**Objectives**  
(cont.)

**areas and to discourage commercial sprawl.**

- Policies**
1. The location, size, accessibility and type of activities within commercial areas shall be consistent with the respective market areas.

Commercial Land Use Categories and Uses

2. The following commercial land use categories shall be established to accommodate different commercial needs:

(a) **Neighborhood Commercial.**

- (1) Function: Provide for small, localized retail and service businesses that offer goods and merchandise to the immediate neighborhood.
- (2) Typical Uses: Eating and drinking establishments; retail sales; limited personal, medical, professional, and repair services.
- (3) Development and Locational Criteria: Neighborhood Commercial areas shall be:
  - (A) permitted only in urban communities;
  - (B) limited to uses required by the local neighborhood;
  - (C) generally no greater in size than 5 acres and 50,000 square feet of leasable space;
  - (D) intended to serve a population of 3,000 to 5,000;
  - (E) developed so that buildings occupy no more than 60 percent of the lot and are no more than 2 stories in height;
  - (F) easily accessible by pedestrians and bicycles;
  - (G) designed so that potential land use and visual conflicts are controlled through site-specific performance standards relating to screening, lighting, access, signage, setbacks, and architectural design; and
  - (H) located on a Collector or higher classification roadway.

(b) **Community Commercial.**

- (1) Function: Provide for a full range of retail and service establishments, allowing comparison shopping, and serving urban

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Commercial Development (cont.)

#### Policies

(Cont.)

communities or regional markets. A Community Commercial area may be the only commercial area in communities of 3,000 or fewer people.

- (2) Typical Uses: A full-range of retail sales, public buildings, eating and drinking establishments, personal services, limited administrative and professional offices.
- (3) Development and Locational Criteria: Community Commercial areas shall be:
  - (A) permitted only in central business districts or extensive commercial areas in urban communities;
  - (B) generally at least 10 acres in size and contain about 100,000 square feet of leasable space when developed as a center with integrated architectural, landscaping, signage, and circulation;
  - (C) developed so that buildings occupy no more than 60 percent of the lot and are no more than 3 stories in height;
  - (D) located with primary access on a Minor Arterial or higher classification roadway.

#### (c) **General Commercial.**

- (1) Function: Provide for a wide variety of individual, specialized retail and service uses that serve urban communities or regional markets; are not oriented to comparison shopping; may require special purpose trips.
- (2) Typical Uses: Large, often freestanding businesses that are oriented to automobile access, such as discount stores, specialty retail, automobile sales lots, and automobile repair.
- (3) Development and Locational Criteria: General Commercial areas shall be:
  - (A) permitted only in urban communities;

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Commercial Development (cont.)

#### Policies

(Cont.)

- (B) buffered from existing or planned residential uses;
- (C) developed so that buildings occupy no more than 60 percent of the lot and are no more than 3 stories in height; and
- (D) located with primary access on a Minor Arterial or higher classification roadway.

#### (d) **Office Commercial.**

- (1) Function: Provide for administrative and professional office area.
- (2) Typical Uses: Clusters of offices, higher density residential uses.
- (3) Development and Locational Criteria: Office Commercial areas shall be:
  - (A) permitted only in urban communities;
  - (B) developed so that buildings occupy no more than 60 percent of the lot and are no more than 3 stories in height;
  - (C) organized in clusters, rather than in a linear pattern along roadways, to avoid congestion and access difficulties; and
  - (D) located with primary access on a Minor Arterial or higher classification roadway.

#### (e) **Rural Service Commercial.**

- (1) Function: Provide for retail and service uses which are frequently required by rural residents and the surrounding agricultural community. In rural communities the areas may incorporate a mix of local retail uses, professional offices, and general commercial.

This designation recognizes that the strict segregation of different land use types typically found in urban communities is not practical in rural communities.

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Commercial Development (cont.)

#### Policies

(Cont.)

- (2) Typical Uses: Grocery stores, pharmacies, hardware stores, banks, restaurants, and repair services. In addition, uses that serve the surrounding agricultural community may be permitted.
- (3) Development and Locational Criteria: Rural service commercial areas shall be:
  - (A) permitted only in rural communities;
  - (B) intended to serve the entire rural community and the surrounding agricultural area;
  - (C) developed so that buildings occupy no more than 60 percent of the lot and are no more than 2 stories in height;
  - (D) easily accessible by pedestrians and bicycles;
  - (E) located on a Collector or higher classification roadway.
- (f) **Freeway Service.**
  - (1) Function: Provide for commercial uses oriented almost exclusively to serving the needs of the freeway traveler.
  - (2) Typical Uses: Travel-related businesses including gasoline service stations, food and beverage sales, eating and drinking establishments, and hotels and motels.
  - (3) Development and Locational Criteria: Freeway Service areas shall be:
    - (A) designated only adjacent to full freeway interchanges where development will be easily accessible and visible to the freeway traveler;
    - (B) limited in number to encourage clustering of uses at selected interchanges;
    - (C) limited in area in order to reduce impacts on surrounding land uses and control the physical and visual extent of



## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Commercial Development (cont.)

#### Policies

(Cont.)

these areas;

- (D) developed so that buildings occupy no more than 60 percent of the lot and are no more than 3 stories in height; and
- (E) designed in an attractive manner that creates a favorable impression of the County by considering the overall site design, landscaping, scale of development, signage, relationship to adjacent uses, circulation and parking, and architecture.

#### (g) **Commercial Recreation.**

- (1) **Function:** Provide for major recreation-oriented, commercial activities and associated facilities. Each area shall contain at least 100 acres and have the potential to:
  - (A) have more than 500 people on the site at one time, or
  - (B) change the level of service on nearby roads that serve the site.
- (2) **Typical Uses:** Recreation-oriented uses and, because of the intensity or scale of the development, accessory commercial uses that may become an economic necessity for the functioning of the project.
- (3) **Development and Locational Criteria:** Commercial recreation areas shall be:
  - (A) considered for designation on the General Plan 2010 Map only when a specific development proposal has been submitted or when a commercial recreation area already exists;
  - (B) located either near an identified recreational resource or near a Major Arterial or roadway of higher classification;
  - (C) developed so that buildings occupy no more than 50 percent of the lot and are no more than 3 stories in height;

**Policies**

(Cont.)

- (D) allowed to contain a mix of uses emphasizing recreation-oriented commercial activities;
  - (E) limited to uses that provide recreation experiences or that directly serve the recreation uses;
  - (F) limited to uses that do not detract from the commercial areas of the urban and rural communities by providing for the routine commercial needs of the County's residents;
  - (G) limited in permanent residential development to caretaker residences;
  - (H) developed with a unifying theme;
  - (I) designed to minimize off-site physical impacts that would adversely affect surrounding uses, incorporating as appropriate landscaping, lighting standards, noise standards, circulation system improvements, and grading standards; and
  - (J) master planned under the Commercial Recreation zone.
3. In addition to commercial recreation uses permitted in communities and in designated Commercial Recreation areas, certain commercial recreation uses may be permitted in planned agricultural areas because of their specific locational needs, such as direct access to natural resources or roadways or their need for a large amount of land. These uses shall be subject to a discretionary permit to review their impact on the surrounding area. Typical uses include marinas, recreational vehicle parks, and golf courses. The following policies shall apply to these facilities:
- (a) Marinas shall be evaluated to assess their impacts on the waterways, riparian vegetation, adjacent land uses, and traffic circulation.
  - (b) Recreational vehicle parks may be permitted in Freeway Service areas to provide accommodations for the freeway traveler or for access to nearby recreation areas.
  - (c) Golf courses may be permitted in areas designated on the General Plan 2010 Map as residential or agricultural. The following factors shall be

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Commercial Development (cont.)

#### Policies

(Cont.)

considered in the review for a discretionary permit:

- (1) size of facility;
    - (2) distance to population to be served;
    - (3) availability of existing golf courses; and
    - (4) impact on surrounding land use and circulation.
  - (d) Residential development may be permitted adjacent to or incorporated into golf courses, providing that the residential density conforms with that normally permitted by the zone.
  - (e) Equestrian facilities may be permitted in urban communities in areas designated Very Low Density Residential, subject to minimum acreage and locational criteria.
4. Limited commercial areas may be permitted, with appropriate commercial zoning, in residential categories and in industrial categories to offer a limited selection of convenience goods and services to serve a portion of a neighborhood or an industrial area. Limited commercial uses shall be:
- (a) permitted only in urban communities;
  - (b) located at least a mile from another such business or a Neighborhood Commercial area;
  - (c) located on a Collector or higher classification roadway;
  - (d) limited in size to 1 acre and no more than 10,000 square feet of leasable space;
  - (e) developed so that buildings occupy no more than 60 percent of the lot and are no more than one story in height; and
  - (f) designed and operated such that their lights, signage, and hours of operation do not adversely affect surrounding residential areas.
5. Crossroads commercial areas may be permitted, with appropriate commercial zoning, in Limited and General Agriculture areas to offer a limited selection of convenience goods and services to rural areas outside communities. Crossroads

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Commercial Development (cont.)

#### Policies

(Cont.)

commercial areas shall be:

- (a) located at an intersection on a Minor Arterial or roadway of higher classification;
- (b) located at least two miles from the nearest area serving a crossroads commercial function or a planned neighborhood or community commercial area;
- (c) limited to one corner of an intersection; and
- (d) able to function safely on a septic system with an individual water well.

6. Administrative and professional offices should:

- (a) be concentrated as much as possible into the Office Commercial designation, with smaller offices and clusters in the Community Commercial and Neighborhood Commercial designations;
- (b) be conditionally permitted in Medium-High and High Density Residential designations; and
- (c) be considered with other commercial, civic, and residential uses in mixed use areas.

7. In areas where a commercial General Plan designation is adjacent to an industrial General Plan designation, commercial and industrial uses may be mixed in order to form a transition between the two designated areas. The specific uses that may be allowed must be based upon land use plans and criteria included in an approved Special Purpose Plan, which applies to both designated areas. This provision may not be applied to areas designated by the General Plan as Neighborhood Commercial, Commercial Recreation, or Truck Terminal, and may not be applied to properties that do not have a full range of public services.

#### Development of Commercial Areas

- 8. New areas of strip commercial development shall be discouraged. The expansion of existing strip commercial development should not encroach into residential areas.
- 9. Future commercial activities shall be organized into planned, group concentrations.
- 10. Parking lots shall be designed so that vehicular and pedestrian traffic do not conflict with each other.
- 11. Landscaping shall be required for all new commercial development.



## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Commercial Development(cont.)

#### Policies

(Cont.)

12. Commercial uses should be designed for bicycle access and parking.
13. Comprehensive or integrated master sign plans for significant Freeway Service Commercial areas shall be encouraged through the adoption of Special Purpose Plans. Integrated sign regulations included in an adopted Special Purpose Plan may supersede the County's specific sign regulations for the C-FS zone in the Development Title.
14. In Mountain House, new car sales may be permitted adjacent to the freeway in the Freeway Service Commercial or Limited Industrial land use designation.

#### Implementation

1. Commercial Zoning.
  - (a) The Development Title shall include zones for limited commercial uses, and crossroads commercial uses. (Planning)
  - (b) The Development Title or the Design Review Manual shall include commercial development standards that minimize adverse land use and visual impacts on surrounding uses. (Planning)
2. Market Analysis. A market analysis shall be required as part of a General Plan Amendment to designate new or significant expansions of Freeway Service, Community Commercial, or Commercial Recreation designations on the General Plan 2010 Map. (Planning)
3. Special Purpose Plans. The County shall require Special Purpose Plans for significant Freeway Service and Commercial Recreation projects. (Planning)

## 4. INDUSTRIAL DEVELOPMENT

Industry is an essential part of a balanced economy and provides the County with payroll dollars and a property tax base. The establishment of some industries may also attract other related industries and spur commercial development. New jobs may be created in many other fields such as trade, services and construction. Wholesale, warehousing, and distribution are expected to account for the majority of the industrial employment growth over the next 20 years.

In the past, industrial development in San Joaquin County was primarily agriculturally related. In recent years, there has been some diversification, with a wider variety of industries locating in San Joaquin County. The attraction of industry becomes increasingly important, since the County is becoming a bedroom community to the Bay Area.

In order to attract industries to San Joaquin County, the following criteria used by industry in location decisions should be recognized:

- availability of suitable land, free of environmental hazards;

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Industrial Development (cont.)

- availability of public services;
- adequacy of road, rail, and aircraft access;
- availability of skilled labor;
- stringency of environmental regulations, such as those imposed for air pollution control or noise abatement;
- government support towards new development; and
- quality of life.

- Objectives**
1. **To encourage the development of environmentally acceptable industries.**
  2. **To protect designated industrial areas from incompatible land uses.**

- Policies**
1. A sufficient number of industrial areas shall be provided to allow a variety and choice of sites in terms of location, transportation facilities, availability of services, labor pool, and parcel size.

### Industrial Land Use Categories and Building Intensities

2. The industrial land use categories shall be Limited Industrial, General Industrial, and Truck Terminals.

(a) **Limited Industrial.**

- (1) **Function:** Provide for a range of industrial activities, including production, assembly, warehousing and distribution whose external physical effects are generally restricted to the area of the Limited Industrial designation and whose uses are compatible with surrounding uses.
- (2) **Typical Uses:** Light impact manufacturing, warehousing, wholesaling, corporation yards, and distribution. Business offices are also appropriate in this land use designation. Typical developments would average about 7.5 employees per acre, and may range from 5-25 employees per acre, the higher densities occurring in areas with a greater proportion of offices.
- (3) **Development and Locational Criteria:** Limited Industrial areas shall:

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Industrial Development (cont.)

#### Policies

(cont.)

- (A) be developed so that industrial activities are conducted entirely within enclosed buildings and outdoor storage areas are screened;
- (B) be developed so that buildings are no more than 100 feet in height and occupy no more than 60 percent of the lot area except in areas zoned Warehouse Industrial where they shall occupy no more than 40 percent of the lot area (see Table III-1);
- (C) be located on a Minor Arterial or higher classification roadway;
- (D) be located in areas served by, or planned to be served by, a wastewater treatment plant, a water system, and a drainage system, all of which shall be public, unless only one parcel is involved. A limited number of areas may be zoned for development on septic tanks. The uses in these areas shall not individually or collectively generate wastewater whose volume or quality require a sewage treatment plant. These areas shall:
  - not be served by or be expected to be served by a sewage treatment plant during the planning period;
  - not be located where they will make the extension of services more difficult in the future;
  - be located where soil conditions can safely absorb sewage in conformance with local health and water quality standards; and
  - require a septic nitrate loading feasibility study prior to development.

#### (b) General Industrial.

- (1) Function: Provide for a full range of industrial activities whose location and operation tend to have moderate to high nuisance characteristics and therefore require segregation from other land uses.
- (2) Typical Uses: A wide range of manufacturing, distribution and storage activities as well as wholesaling. Uses will vary in their

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Industrial Development (cont.)

#### Policies

(cont.)

degree of impact, scale of operation, and service requirements. General industrial uses can have operational characteristics that produce noise, heat, glare, odor, and vibrations and require extensive storage areas, although these effects shall be mitigated to comply with public health and safety standards contained in this General Plan. Typical developments would average about 10 employees per acre, and may range from 5-20 employees per acre.

- (3) Development and Locational Criteria: General Industrial areas shall be:

- (A) developed so that buildings occupy no more than 60 percent of the lot area and are no more than 100 feet in height (see Table III-1);
- (B) located in areas served by, or planned to be served by, a wastewater treatment plant, a water system, and a drainage system, all of which shall be public, unless only one parcel is involved outside of a community.

(c) **Truck Terminals**

- (1) Function: Provide a location in areas outside of urban communities in close proximity to freeways to transfer goods from large freight trucks to smaller trucks for local distribution or to consolidate small loads to large freight trucks for delivery to distant locations, and for the hauling and storage of uncontainerized materials.
- (2) Typical Uses: Truck terminals. Terminal facilities include a loading dock; yard/apron for maneuvering; and space for parking tractors, trailers, and employee vehicles. Terminal facilities may include office space, repair and maintenance facilities, refueling facilities, storage facilities, containers for unpackaged materials, and railroad sidings.
- (3) Development and Locational Criteria: Truck terminals shall:
  - (A) be considered for designation on the General Plan 2010 Map only when a specific development proposal has been submitted.
  - (B) be outside of the path of urban development for the planning period of the General Plan.



## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Industrial Development (cont.)

#### Policies

(cont.)

- (C) be located on a Minor Arterial or higher classification roadway and within one road mile of a freeway interchange.
- (D) provide for acceleration and deceleration lanes or other traffic control devices determined to be necessary by Public Works.
- (E) be developed so that all truck activities are conducted within the confines of the terminal property with screening from adjacent property.
- (F) provide screening, landscaping, and buffers to the road and adjacent land uses.
- (G) be developed so there is adequate room to allow for easy maneuvering of trucks in and out of the terminal and in and out of the docks, and for parking both of the trucks and employee vehicles.
- (H) not be adjacent to residential, commercial (other than freeway service areas), or Resource Conservation areas that are designated on the County General Plan Map.

#### Development of Industrial Areas

- 3. Industrial uses shall be grouped to reduce conflicts with surrounding land uses and to make efficient use of the services and facilities.
- 4. Each industrial site should have frontage on a road developed to County standards. The planned industrial area shall have access on a Minor Arterial or higher classification roadway. The creation of flag lots should be prohibited.
- 5. New industrial development shall be required to provide adequate services, access, parking, landscaping, loading and storage areas, and buffers.
- 6. Industrial areas should be protected from encroachment by other land uses that would diminish the supply of available land, except in limited circumstances where limited commercial uses are desired to meet the needs of industrial employees.
- 7. Clustering of truck terminals shall be encouraged.

## Implementation

1. Industrial Zoning.
  - (a) The Development Title shall include an industrial zone that allows some development on septic tanks. (Planning)
  - (b) The Development Title shall identify industrial development standards necessary for efficient use and protection of surrounding activities with more restrictive standards for Limited Industrial areas than for General Industrial areas. (Planning)
  - (c) The Development Title shall include an industrial park zone to attract industrial development that wishes to locate in areas with strict design standards. (Planning)
2. Industrial Development. See the Economic Development Section of the Community Development Chapter for an additional Implementation Measure regarding industrial development.

## 5. MIXED USE DEVELOPMENT

Mixed use development offers the opportunity for an integration of land use types using innovative design. Such projects typically incorporate a mix of office, retail, and high density residential and can bring an "urban scale" to future development. A diversity in land use can reinforce and create greater levels of activity than the individual uses would by themselves. Savings may also be realized by the sharing of various facilities which are in close proximity to each other.

Mixed use development is particularly suited for new communities and as infill in existing urban communities. It can create centers of activity that provide a focal point to a community. Depending on the size of the development, the greater densities found in mixed use developments can also contribute to the community's ability to support mass transit. Because of the mix of land uses, great care must be taken to assure the design is appropriate, the uses are compatible, and the scale suitable.

Stockton Metropolitan Airport, a County-owned facility of approximately 1549 acres in the southern unincorporated portion of the Stockton Urban Community, is also an appropriate location for mixed land uses. The property, deeded to the County by the federal government after World War II contains not only the airport runways, taxiways, terminal, and other aviation-related facilities, but also areas that have developed with or are appropriate for commercial, industrial, or recreational land uses.

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Mixed Use Development (cont.)

#### Objectives

(cont.)

- Objectives:**
1. To encourage a mixture of land uses which create centers of activity and promote efficient land use.
  2. To provide a means by which a project may contain a mixture of compatible and integrated land uses.
  3. To encourage design flexibility.

- Policies:**
1. The mixed-use land use categories shall be Mixed-Use (M/X) and Airport/Multi-use (AP/X).

(a) Mixed-Use

- (1) Function: Provide for an activity center which contains a variety of compatible and integrated land uses.
- (2) Typical Uses: Centers of communities. Typically Mixed-Use would contain a combination of retail, office, residential, civic, and/or recreational activities.

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Mixed Use Development (cont.)

Policies cont.

- (3) Development and Locational Criteria: Mixed-Use areas shall be:
  - (A) within an urban community;
  - (B) developed under specific design guidelines and standards;
  - (C) developed under a single coherent plan;
  - (D) easily accessible by pedestrians and bicycles and be pedestrian oriented;
  - (E) accessible by or adjacent to a minor arterial or higher classification of roadway;
  - (F) be of a size sufficient to promote the economic success of the elements in the project;
  - (G) designed to contain a focal point for the community which will give the area a strong identity;
  - (H) developed so that any residential portion of the project shall average at least Medium-High density;
  - (I) permitted to contain a mixture of housing types; and
  - (J) designed in a manner that considers the overall site design, scale of development, relationship to adjacent uses, circulation and parking, architecture, and landscaping.

#### (b) Airport Multi-Use

- (1) Function: Provide for flexible siting of commercial, industrial, and recreational uses along with aviation facilities at Stockton Metropolitan Airport.
- (2) Typical Uses: Aviation facilities; airport- compatible commercial, industrial and recreational land uses.



Policies cont.

- (3) Development and Locational Criteria: Airport Multi-Use areas shall be:
  - (A) limited to property that was part of Stockton Metropolitan Airport as of August 1, 1995;
  - (B) be sited and designed to protect the basic aviation function of the airport;
  - (C) exclude residential land uses;

2. Development of Airport Multi-Use

The following policies shall apply to the Airport East Property, i.e., the property generally located southwest of the State Route 99/Arch-Airport Road Interchange, in the northeast portion of the Stockton Metropolitan Airport property:

- (a) The following types of uses shall be encouraged on the Airport East Property:
  - (1) those needing direct runway access;
  - (2) those that would benefit from the airport proximity;
  - (3) those that would benefit from the proximity to State Route 99;
  - (4) large corporate tenants; and
  - (5) uses serving the employees within the Airport East Property.
- (b) The Airport East Property shall be developed and maintained in an attractive manner to assist in promotion of the property and the airport.
- (c) Development of the Airport East Property shall consider the following:
  - (1) aviation, employee, and customer safety;
  - (2) marketability of the airport for aviation uses, including attraction of commercial airlines and passengers;

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Mixed Use Development (cont.)

#### Policies cont.

- (3) use of a portion of the property for a campus-like business park;
- (4) use of a portion of the property near State Route 99 for uses serving the freeway traveler; and
- (5) need for land for a new interchange at State Route 99 and Arch-Airport Road and coordination with the Arch-Airport Road Plan.
- (d) Transit and bicycle access to the Airport East Property shall be provided.
- (e) The siting and types of commercial and industrial land uses shall adhere to the following policies:
  - (1) location of uses for the highway traveler shall be easily accessible from State Route 99;
  - (2) land uses adjacent to the airport entry road shall present a campus-like appearance;
  - (3) direct access to the passenger terminal shall be provided from the freeway services uses.
- (f) The following types of land uses shall not be permitted on the Airport East Property;
  - (1) uses dealing with hazardous materials;
  - (2) residential and accessory uses;
  - (3) big box retailers, such as warehouse or discount stores and other large retail stores;
  - (4) power centers;
  - (5) factory outlet malls; and
  - (6) the following specific land uses:

adult entertainment	boutique sales
community assembly	tent revivals
funeral services	agricultural excavations

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Mixed Use Development (cont.)

Policies cont.

religious assembly  
dry cleaning plants  
animal specialty services

quarry excavations  
inoperable vehicle storage  
recycling, scrap operations

#### Implementation:

1. Mixed Use Zoning. The Development Title shall include zones for mixed use developments.  
(Planning)
2. Special Purpose Plan or Specific Plan.
  - (a) Prior to the approval of a development application, a Special Purpose Plan shall be adopted for an area designated Mixed Use in the General Plan, unless the areas has been included in sufficient detail in a Specific Plan.  
(Planning)
  - (b) To facilitate development of the Airport East Property, a Special Purpose Plan shall be adopted by the County. The Plan shall address land use and circulation; on- and off-site infrastructure; financing; and responsibilities for property development, operation, and maintenance.

## 6. INTERJURISDICTIONALCOORDINATION

Many issues of growth extend beyond the sole control of the County. These range from the need to coordinate infrastructure with adjacent cities to the need to approach the major issues from a regional prospective. These issues include growth accommodation, housing, economic development, transportation, infrastructure, public facilities and services, public health and safety, and resources. In fact, there are few aspects of County planning that do not involve another agency. Communication is often the key to effective planning.

Interjurisdictional coordination may be relatively simple, such as the sharing of information, to very complex, such as the sharing of costs for regional facilities. Implementation of this Plan cannot be achieved without close contact with other jurisdictions.

- |                   |  |
|-------------------|--|
| <b>Objectives</b> | <ol style="list-style-type: none"><li>1. To address on a regional basis those problems that require regional solutions.</li><li>2. To foster communication and recognize planning efforts in the cities and other jurisdictions.</li><li>3. To assume a leadership role where appropriate to accomplish the County's objectives.</li></ol> |
|-------------------|--|

- |                 |   |
|-----------------|---|
| <b>Policies</b> | <ol style="list-style-type: none"><li>1. The County shall coordinate with the jurisdictions and departments cited in Tables IV-1 and IV-2 for each identified issue through the referral/review process, participation in meetings and programs, work on mutual concerns, and exchange of</li></ol> |
|-----------------|---|

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Interjurisdictional Coordination (cont.)

#### Policies

(cont.)

planning information.

2. In coordinating with other jurisdictions, the County shall promote the policies of the General Plan, including the planned types and densities of development, the provision of public services and facilities, the protection of public safety, and the conservation of agricultural land and other resources.
3. Jurisdictional boundary changes that provide more efficient servicing of development shall be supported.
4. The County shall coordinate land use policies and public improvement standards with neighboring communities.
5. The County shall coordinate with other agencies to ensure adequate, fairly distributed funding for infrastructure and services.



# COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

## Interjurisdictional Coordination (cont.)

### Policies

(cont.)

**TABLE IV-1**  
**ISSUES REQUIRING INTERJURISDICTIONAL COORDINATION**

Issues	With Cities	With Other Local Agencies	With COG <sup>1</sup>	With LAFCO	With Other Counties	With State Department s	With Federal Agencies
Land Use	X	X	X <sup>1</sup>		X		
Housing	X		X			X	
Economic Development	X						
Transportation	X	X	X		X	X	X
Sewer, Water, Drainage	X	X		X			
Schools		X					
Recreation	X	X		X			
Libraries	X	X					
Flooding	X						X
Fire Safety	X	X		X		X	
Law Enforcement	X			X		X	
Solid Waste	X						
Hazardous Materials/Waste	X					X	
Emergency Preparedness	X	X			X	X	
Open Space	X				X		
Agricultural Land				X			
Extractive Resources	X					X	
Air Quality	X		X		X	X	X
Waterways	X	X			X	X	X
Water Supply	X	X			X	X	X
Water Quality	X	X				X	
Biota	X				X	X	X
Heritage Resources	X						
Data Management	X	X	X				

<sup>1</sup> COG also is the Airport Land Use Commission, the Congestion Management Agency, and the Local Transportation Agency.

# COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

Interjurisdictional Coordination (cont.)

## Policies

(cont.)

TABLE IV-2  
ISSUES REQUIRING COORDINATION AMONG COUNTY DEPARTMENTS<sup>1</sup>

Issues	Community Development	Public Works	Public Health	Parks & Recreation	OES	Airport	Other
Land Use	X	X	X			X	
Housing	X						Human Services
Economic Development	X						Employment & Economic Development
Transportation	X	X			X	X	
Sewer, Water, Drainage	X	X	X				
Schools	X						County Superintendent
Recreation	X			X			
Libraries	X						Library
Flooding	X	X			X		
Fire Safety	X						Fire Warden
Law Enforcement	X						Sheriff
Solid Waste	X	X					
Hazardous Materials/Waste	X	X	X		X		Fire Warden
Emergency Preparedness	X	X			X		Sheriff, Fire Warden
Open Space	X			X			
Agricultural Land	X						Agricultural Commissioner
Extractive Resources	X						
Air Quality	X		X				APCD
Waterways	X	X					
Water Supply	X	X					
Water Quality	X	X	X				
Biota	X			X			
Heritage Resources	X			X			County Museum
Data Management	X	X	X				Data Processing, Assessor, Employment & Economic Development

<sup>1</sup> County Counsel may be involved in any issue. The County Administrator's Office is involved with financing and other issues.

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Interjurisdictional Coordination (Cont.)

#### Implementation

##### 1. Transportation Development.

- (a) The County shall continue to coordinate with the Council of Governments, the cities, the Stockton Metropolitan Transit District, the Metropolitan Transportation Commission, BART, and the Tri-Valley counties for the development of transit service between San Joaquin County and the Tri-Valley area. (Public Works Department)
- (b) The County shall coordinate with the cities and the Tri-Valley jurisdictions on transportation systems management programs. (Public Works Department, Planning)
- (c) The County shall continue to work with Amtrak on improved rail service. (Public Works Department)
- (d) The County shall develop an interjurisdictional program to fund transportation facilities in the County. (County Administrator, Public Works)

##### 2. Information Exchange.

- (a) The County shall continue to refer all major projects and environmental documents to nearby cities and counties. (Planning)
- (b) The County shall continue to review and comment on projects proposed by other agencies. (Planning, Public Works, Public Health, Parks and Recreation, Board of Supervisors)
- (c) The County at least annually shall meet with neighboring cities and counties to exchange information on active development projects, long-range land use policies, development standards, servicing provisions, facility financing, and environmental resources. (Planning)
- (d) The County Community Development Department shall annually report to the Planning Commission, the Board of Supervisors, and other County departments on County growth, planning issues, and General Plan implementation. (Planning)
- (e) The Planning Commission shall hold workshops periodically to discuss growth and other items of mutual concern with local jurisdictions and agencies, including the cities, districts providing urban services, municipal advisory councils, and school districts. (Planning Commission, Planning)

## COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN (cont.)

### Interjurisdictional Coordination (cont.)

#### Implementation

(cont.)

3. Management of Regional Environmental Resources.
  - (a) The County shall continue to participate in programs or regional bodies established to manage the use and protection of significant regional resources. (Planning, Public Works Department, Parks & Recreation)
  - (b) The County shall establish additional programs or regional bodies as necessary to address the managed use and protection of regional resources in such areas as water quality, aquifer protection, development of regional trail systems, air quality, and the operation of regional facilities. (Public Works, Parks & Recreation, Public Health, Planning)
  - (c) The County shall coordinate water resource management throughout the County. (Public Works)
4. Land Use Plan. In city areas, the County shall base its land use plans on those of the cities. (Planning)
5. Servicing Provisions. The County shall work with the Local Agency Formation Commission and the cities to coordinate servicing provisions on the cities' fringe areas and with servicing districts within the unincorporated communities. (Public Works, Planning)
6. Interjurisdictional Coordination. The County shall work to form a committee of City Managers, the County Administrator, and Planning Directors to address issues of mutual concern, with recommendations to be made to the respective jurisdictions and the Council of Governments if appropriate. (County Administrator)

## B. ECONOMIC DEVELOPMENT

Recent economic trends for California indicate that white collar jobs are expanding while agricultural jobs are declining. These same trends are evident in San Joaquin County, where service employment has grown to become the largest (38 percent) of all employment sectors in 1989. Retail and manufacturing are also growth sectors, together representing 43 percent of County employment. In contrast, foreign competition, new technology, and federal farm policy have led to the overall decline in agribusiness. This is especially relevant to San Joaquin's economy because agricultural-related jobs have traditionally been the primary source of employment. Over the 1975-89 period, the County lost 4,600 jobs in agricultural production and services.



## **ECONOMIC DEVELOPMENT (cont.)**

These economic shifts are expected to continue, and the County, while still maintaining its agricultural roots, will become increasingly urbanized. Retail, service, and institutional jobs will grow in response to population growth.

Some County areas are now becoming bedroom communities for the Tri-Valley employment centers. As the ratio of jobs to housing decreases, the County's ability to finance necessary facilities and improvements suffers. This effects the quality of life for the County's residents, as does a long commute. As the person trips, vehicle hours travelled, and vehicle hours of delay increase, the circulation system becomes ineffective. Costs to improve it may be prohibitive. With increased traffic, air pollution increases and more air quality restrictions may be needed. These impacts of being a bedroom community - poor circulation, costly road improvements, and strict air standards - will effect economic development of the County. The County must take action now to reverse the existing situation.

To provide local jobs and to cultivate its economic base, the County must aggressively promote itself as a major regional economic subcenter to the Sacramento, Bay Area, and San Joaquin Valley markets.

Education is a critical factor in economic development. Employment growth in technical and professional positions will be adversely affected if the County does not have adequately educated people to fill these positions. National studies indicate that the education of the labor force is not keeping up with the skills that are needed for new jobs. The new County residents now commuting to jobs in the Bay Area are expected to provide a labor force for future technical and professional positions in San Joaquin County, but existing residents should also be educated to compete for future employment opportunities.

The County needs to work to bring in new industries, particularly basic industries, principally those activities that produce or distribute goods and services for consumption outside the County. These bring new money into the County. Existing businesses should be encouraged to expand. Support industries to provide services and materials to the County's businesses should be actively sought.

Diversification of economic development is important for a healthy economy. The impact of seasonal fluctuations or a slump in any one sector will be less if the economy is more diversified. A diversity of job opportunities will assist in the employment of both skilled and unskilled workers.

Historically, Stockton has been the regional employment center of the County because of its central location and access to regional air, land, and water transportation systems. In addition to Stockton, the areas around Tracy, Manteca, Lodi, and more recently the south County area, have been experiencing commercial and industrial growth.

To attract new businesses the County, cities, and private sector need to work together and recognize the importance of the following:

- well-planned areas for different land uses: in a proper location, with adequate access and services;

## **ECONOMIC DEVELOPMENT (cont.)**

- enough properly zoned vacant land to provide choices;
- an inventory of available land with infrastructure availability;
- an adequate circulation system;
- an adequate labor force; and
- a quality living environment.

<b>Objectives</b>	<b>1.</b>	<b>To increase employment opportunities in San Joaquin County for jobs which enable workers to establish and maintain a decent standard of living.</b>
	<b>2.</b>	<b>To encourage economic development and diversity.</b>
	<b>3.</b>	<b>To ensure that development is a net benefit to the County.</b>
<b>Policies</b>	<b>1.</b>	Development of diverse employment opportunities shall be encouraged.
	<b>2.</b>	The County shall work to achieve a closer balance between jobs and residents in the County.
	<b>3.</b>	San Joaquin County, in conjunction with the private sector and other governmental agencies, shall promote economic development.
	<b>4.</b>	Agriculture shall continue to be recognized as an important part of the County's economy.
	<b>5.</b>	The County should actively promote continued industrial growth, increased recreational development, and a regional shopping center site adequate to serve the region's future population.
	<b>6.</b>	The County shall recognize the recreation potential of the Delta and its other waterways and shall promote recreation-based employment in the County.
	<b>7.</b>	High intensity employment centers shall be located in urban communities where transit accessibility and complementary retail and commercial uses exist or are proposed.
	<b>8.</b>	The County shall recognize the importance of a quality environment and adequate infrastructure in the promotion of economic development.
	<b>9.</b>	The County shall support education to prepare residents for existing and future

## ECONOMIC DEVELOPMENT (cont.)

### Policies

(cont.)

employment opportunities in the County.

10. Development which broadens the property and sales tax bases of the County shall be pursued.
11. Economic development shall be promoted in urban communities which demonstrate the ability to provide urban level facilities and services needed for employment growth, such as roads, police and fire services, and the ability to support transit service effectively.
12. The County shall consider the potential costs as well as benefits of a project to the County's future.

### Implementation

1. Job Training/Re-Training Programs. The County should continue to establish and maintain on-going job training/re-training programs for its labor force. The program should promote job-training and skill development for new workers entering the labor force, and for workers who have been displaced and need to learn new job skills. (Employment & Economic Development)
2. Jobs/Housing Ratio. The County shall monitor the ratio of employment opportunities to housing growth and shall work with the cities to increase the jobs/housing balance. (Planning, Employment & Economic Development)
3. Public/Private Partnership. The County shall work with organizations that try to attract industrial development to appropriate locations in San Joaquin County. (Employment & Economic Development)
4. Strategic/Marketing Plan. San Joaquin County shall maintain an up-to-date Strategic/Marketing Plan to help define the County's competitive advantages and the businesses that are best suited for the County. The Plan shall identify strategies to help attract these businesses. (Employment & Economic Development)
5. Promotion of Economic Development. The County shall work with the cities and private sector to aggressively promote economic development. (Employment & Economic Development)
6. Community Plans. The County shall provide well-located and adequately serviced areas for development. (Planning, Public Works)
7. Infrastructure. The County shall work to ensure an adequate circulation system and adequate community sewer, water, and drainage facilities for economic growth.



## ECONOMIC DEVELOPMENT (cont.)

### Implementation

(cont.)

(Planning, Public Works)

8. Economic Monitoring. The County shall participate in programs to monitor local economic development. (Employment & Economic Development)
9. Comprehensive Planning. The County shall maintain an up-to-date adequate General Plan, development regulations, zoning maps, and a current land use inventory. (Planning)
10. Project Review. The County shall provide clear, concise parameters under which projects are approved. (Planning, Public Works, Public Health)

## C. HOUSING.

In 1990, there were approximately 41,500 housing units in the unincorporated portion of the County, of which about 89 percent of the units were single family units. In 1980, over 90 percent of the units were either single family units or mobile homes; the balance was distributed between two-family homes (2 percent) and multiple family dwellings (7 percent). About 20-25 percent of the single family units and mobile homes were rental units, while about two-thirds of the two-family and multiple family units were rentals.

Between 1990 and 2010, the housing stock in San Joaquin County as a whole is expected to almost double, as well as almost double in the unincorporated portions of the County. It is anticipated that much of the new housing that will be built will be out of the financial reach of low and moderate income families. To help offset this and maintain a supply of modestly priced housing, residential neighborhoods and the existing housing stock will need to be preserved.

In 1980, more than one-third of the housing was over 30 years old, although in some areas this percentage was much greater (e.g., 45 percent in Linden and 57 percent in Ripon). The age of a structure is often used as an indicator of its structural soundness. With such a large proportion of the housing stock pre-dating World War II, rehabilitation efforts are a major thrust in the County's housing program.

In addition to age, the intrusion of incompatible activities into residential areas can, over time, result in neighborhood deterioration. It is the County's intent to maintain and protect housing and residential neighborhoods from noise, traffic congestion, hazards, and other objectionable influences and activities.

The elimination of discrimination in housing and the opening of housing opportunities for all residents should continue to be a priority for San Joaquin County. Elimination of housing discrimination involves providing decent housing for all persons regardless of age, race, sex, marital status, source of income, family

composition, or other arbitrary factors.



## HOUSING (cont.)

A critical housing need is the maintenance and expansion of affordable housing for all economic groups of the community. In 1980, over a third of the households in the unincorporated portion of the County, were very low or low income households. In many instances, these households are burdened by excessive housing payments. The problem of housing affordability affects not only low income households but most other households as well. Between 1970 and 1980, the median housing cost in unincorporated areas rose over 210 percent, while the median income increased only 110 percent. By 1980, it was estimated that new home ownership was out of the reach of almost two-thirds of all families in the unincorporated area. A 1990 report from the Senate Office of Research shows that in San Joaquin County as a whole, the median price for new homes in 1988 was \$128,600 but that the most a median income married couple could afford to pay for a home was \$102,169.

Housing needs are especially critical for those segments of the population that have special housing needs and/or limited income. They include many of the elderly, households headed by women, large families (those with five or more members), and the disabled. The homeless and most farmworkers also have special housing needs.

The problem of housing affordability is likely to worsen as a result of upward pressure on home prices generated by future population and employment growth, loss of federal funding, and the lag in the construction of multi-family housing.

The purpose of this section is to present the objectives, policies, and implementation actions of San Joaquin County for addressing the housing needs of its residents. This housing section is consistent with State and regional policies to:

- Provide decent housing for all persons regardless of age, race, sex, marital status, source of income, family composition or other arbitrary factors;
- Provide adequate housing by location, type, price and tenure; and
- Develop a balanced residential environment including access to jobs, community facilities, and services.

Other sections of the General Plan also relate to housing:

- |   |   |
|---|---|
| - This Volume, Chapter IV, Section 2, Residential Development           | Residential areas, types, and densities                   |
| - Volume III, Technical Appendices, Population, Housing, and Employment | Present and projected population, housing, and employment |

## HOUSING (cont.)

- |   |   |   |
|---|---|---|
| - | Volume III, Technical Appendices,<br>Land Use Development Chapter | Residential areas, types,<br>and densities                          |
| - | Volume III, Technical Appendices,<br>Housing Chapter              | Introduction, housing needs and<br>constraints, and Progress Report |

This section on objectives, policies, and implementation measures together with the above sections, collectively comprise the 1992 San Joaquin County Housing Element.

- Objectives**
- 1. To assure the opportunity for all residents to obtain safe, sanitary and affordable housing adequate to meet their needs.**
  - 2. To protect residential areas and neighborhoods from noise, congestion, hazards and other objectionable influences.**

**Policies**      Housing and Neighborhood Preservation

1. The County shall continue to maintain its housing stock in a safe and sanitary condition through housing rehabilitation programs and enforcement of its codes.
2. To preserve residential neighborhoods, the County shall work to prevent land use conflicts, adverse environmental impacts, and undesirable traffic concentrations.
3. Permitted non-residential uses and activities shall be compatibly integrated into the neighborhoods they serve.
4. Distinctive neighborhood identities shall be promoted.
5. Public or private projects that displace residents or eliminate neighborhoods shall be rejected unless they would, in balance, contribute to the public's health, safety, and welfare.
6. The County shall not condone any unlawful discrimination or segregation in housing.

Housing Affordability

7. The County shall encourage the use of development concepts and techniques designed to reduce housing costs.
8. The County shall endeavor to provide for its Fair Share Housing allocation in a manner consistent with the County's General Plan provisions.

## HOUSING (cont.)

### Policies (cont.)

9. The County shall encourage the provision of units available for sale or rent to low and moderate income households.
10. The County shall encourage the scattering of sites for affordable housing throughout the residentially designated areas of the County.
11. The County shall encourage the development of housing affordable to large families.
12. The County shall address the shelter needs of its homeless residents.
13. The County shall encourage the provision of adequate housing for farmworkers and their families.
14. An overall increase in urban residential densities shall be encouraged to make more efficient use of land and facilities.
15. Governmental constraints to the development, improvement, and maintenance of the housing stock shall be minimized.
16. The opportunities for home ownership shall be encouraged.

### Implementation

1. Housing Database. The County shall work with the Council of Governments to establish a database to monitor the costs of housing and the supply of low and moderate cost housing. (Planning)
2. Housing Information Programs. The County shall continue to provide technical assistance to low and moderate income households regarding County codes; construction, electrical, heating, and plumbing requirements; and State and federal housing subsidy programs. (Neighborhood Preservation)

## HOUSING (cont.)

3. Neighborhood Preservation. The County shall:
  - (a) support neighborhood improvement programs; (Neighborhood Preservation)
  - (b) encourage local efforts to clean up communities and support the communities with targeted code enforcement programs; (Code Enforcement)
  - (c) establish historic districts for eligible areas; (County Museum, Planning)
  - (d) encourage private participation and expenditures for neighborhood maintenance; (Neighborhood Preservation)
  - (e) conserve existing housing, wherever possible; (Neighborhood Preservation)
  - (f) assess and seek mitigation of incompatible land uses, increased traffic volumes, and other potentially blighting influences on neighborhoods; (Planning)
  - (g) use rehabilitation funds and Community Development Block Grant funds to prevent the decay of established residential areas. (Neighborhood Preservation)
4. Equal Housing Opportunities. The County shall continue to support and enforce laws and programs that promote equal housing opportunities and provide fair housing and rental mediation services. (Neighborhood Preservation)
5. Development Title. The Development Title shall contain provisions for reducing housing costs, such as second unit dwellings, planned developments, density bonuses, and mixed use developments. (Planning)
6. Land for Housing. The amount of land designated for residential development on the General Plan Map shall be sufficient to meet housing demand. (Planning)
7. Housing Density Bonuses. The County shall provide density bonus incentives as stated in the Residential policies. (Planning)



## HOUSING (cont.)

8. Homeless.

- (a) The County shall continue to support programs to provide emergency shelter and supportive services to homeless residents. (Human Services, Mental Health)
- (b) The County shall support programs to assist the homeless in securing permanent housing. (Human Services, Mental Health)

9. Low and Moderate Cost Housing.

- (a) The County shall develop programs to promote the availability of affordable housing. (Planning)
- (b) Housing projects affordable to low- and moderate-income households shall not be disapproved or have conditions put on them such as to make them unaffordable to low- and moderate-income households except under the following circumstances:
  - (1) where specific public health and safety requirements cannot be mitigated;
  - (2) where approval would cause disproportionate numbers of low income households in a specific neighborhood; or
  - (3) where approval would cause non-compliance with state or federal laws or the County's General Plan. (Planning)

10. Other Programs. The County shall implement the specific action programs shown in Table IV-3. (Planning, Neighborhood Preservation, Public Works, Building, Human Services, County Administrator)

HOUSING (cont.)

**TABLE IV-3**  
**Housing Program: 1992-1997**

Program Project	Responsible Agency	Funding Source	Units Affected	Reference Letter
Countywide Housing Rehabilitation Loan Program	S.J. County, Neighborhood Preservation	HUD CDBG	100	(a)
Countywide Rental Rehabilitation Program	S.J. County, Neighborhood Preservation	HUD CDBG	200	(b)
Emergency Housing Rehabilitation Program	S.J. County, Neighborhood Preservation	HUD CDBG	120	(c)
Countywide Sanitary Sewer Connection Program	S.J. County, Neighborhood Preservation	HUD CDBG	160	(d)
Thornton Terminal Drainage Project, Ph. II	S.J. County, Neighborhood Preservation	HUD CDBG	200	(e)
Woodbridge Storm Drainage & Water System Project, Ph. II	S.J. County, Neighborhood Preservation	HUD CDBG	600	(f)
French Camp Water System	S.J. County, Neighborhood Preservation	HUD CDBG	Not Available	(g)
Mosswood Sanitary Sewer	S.J. County	HUD CDBG	Not Available	(h)
Analysis of the Use of Federal & State Rehab Loan Programs	S.J. County, County Administrator	Local	Not Available	(i)
Technical Assistance to Organizations Involved in Private Rehabilitation	S.J. County, Neighborhood Preservation	Local	Not Available	(j)
CHAS (Comprehensive Housing Assistance Strategy)	S.J. County, Neighborhood Preservation	HUD CDBG	Not Available	(k)
Weatherization Activities	S.J. County, P.G. & E. Valley Resources Center - Cal Valley Insulation	HUD CDBG; Private Monies	Not Available	(l)
Regulatory Inclusionary Ordinance	S.J. County, Planning	Local	Not Available	(m)
Revisions to Improvement Standards	S.J. County, Public Works	Local	Not Available	(n)
Adoption of the Latest Model Codes	S.J. County, Building Inspection	Local	Not Available	(o)
Permit Center Support	S.J. County, Data Processing, Development Services	Local	Not Available	(p)
Social and Economic Counseling	S.J. County, Neighborhood Preservation	HUD CDBG	Not Available	(q)
Revisions to State Energy Standards	S.J. County, Building Inspection	Local	Not Available	(r)
FmHA Section 502 Program Technical Assistance	S.J. County, Neighborhood Preservation	Local	Not Available	(s)

**TABLE IV-3 (Cont.)  
Housing Program 1992-1997**

<b>Program Project</b>	<b>Responsible Agency</b>	<b>Funding Source</b>	<b>Units Affected</b>	<b>Reference Letter</b>
Technical Assistance for Development of Low and Moderate Housing	S.J. County, Planning, Neighborhood Preservation, Development Services	Local	Not Available	(t)
Fee Reduction or Deferment	S. J. County, Planning, Development Services	Local	Not Available	(u)
Alternative Housing Arrangements	S. J. County, Planning, Neighborhood Preservation	Local	Not Available	(v)
Assistance and Referrals for Non-Profits	S. J. County, Planning, Neighborhood Preservation	Local	Not Available	(w)
Fair Share Meeting	S. J. County, Planning, COG, Stockton, Lodi, Lathrop, Manteca, Tracy, Ripon, Escalon	Local	Not Available	(x)
Design Innovations	S. J. County, Planning, Public Works, Environmental Health	Local	Not Available	(y)
General Plan Amendments and Rezoning Programs	S. J. County, Planning	Local	Not Available	(z)
Residential Rezoning Program	S. J. County, Planning, Development Services	Local	Not Available	(aa)
Application of General Plan Goals, Policies, and Actions to Housing Sites	S. J. County, Planning, Neighborhood Preservation	Local	Not Available	(bb)
Processing of Permits for New Dwelling Units	S. J. County, Development Services	Local	3000-5000	(cc)
Section 8 Program	Housing Authority	HUD	123	(dd)
Processing of Mobile Home Applications in Nonresidential Zones	S. J. County, Development Services	Local	300	(ee)
Second Unit Dwelling Ordinance	S. J. County, Planning, Development Services	Local	400	(ff)
Land Banking	S. J. County, Planning	Local	Not Available	(gg)
Rezoning of Nonresidential Structures for Housing	S. J. County, Planning	Local	Not Available	(hh)
Surplus Government Property	S. J. County, Planning	Local	Not Available	(ii)
Infill	S. J. County, Planning	Local	Not Available	(ij)
Housing Task Force	S. J. County, Neighborhood Preservation	Local	Not Available	(kk)
Anti-Housing Discrimination Efforts	S. J. County	Local	Not Available	(ll)
Fair Housing Study and Policy Review	S. J. County, Neighborhood Preservation	Local	Not Available	(mm)

**TABLE IV-3 (Cont.)  
Housing Program 1992-1997**

<b>Program Project</b>	<b>Responsible Agency</b>	<b>Funding Source</b>	<b>Units Affected</b>	<b>Reference Letter</b>
HOPE (Housing Opportunity for People Everywhere)	S. J. County, Neighborhood Preservation	Federal Government	Not available	(nn)
HOME	S. J. County, Neighborhood Preservation	Federal Government	500	(oo)
Staff Training for Affordable Housing	S. J. County Neighborhood Preservation	HUD	Not available	(pp)
Consortium with Other Jurisdictions	S. J. County Neighborhood Preservation	Federal Government	Not available	(qq)
Rehabilitation Projects	S. J. County Neighborhood Preservation		Not available	(rr)
Task Force Notebook	S. J. County Neighborhood Preservation	Local	Not available	(ss)



REFERENCE  
LETTER

PROGRAM/PROJECT

- (a) Countywide Housing Rehabilitation Loan Program. Under this program, low interest loans (maximum rate, 7 percent) and/or deferred loans (loans repaid only when the property is sold or changes title) will be made available to low and moderate income homeowners on a countywide basis to finance the cost of rehabilitation. The recipients of the program are owner-occupants; rehabilitation assistance is provided to owners who reside in the property and are themselves of low or moderate income. The County will contract with a local lending institution for application processing and loan servicing. Loan amount cannot exceed \$35,000.00. It is estimated that one hundred homes will be rehabilitated from 1992-1997 under this program.
- (b) Countywide Rental Rehabilitation Loan Program. Under this program, low interest loans (three percent (3%) simple interest) with a deferred payment for ten (10) years is offered to rental property owners with rentals in low to moderate income areas of the county. In this program rental property owners may borrow up to one half (1/2) of the funds needed to bring their rentals up to minimum housing quality standards. This loan may be forgiven at the rate of ten percent (10%) per year, if these rentals are maintained properly, rents are at or below fair market value, if the rental property owner does not discriminate, uses affirmative marketing in renting when vacant, and rents to low/moderate income tenants. Two hundred units are expected to benefit from this program from 1992-1997.
- (c) Emergency-Housing Rehabilitation Program. This program provides grants up to \$7,500.00 and low interest loans at a rate up to seven percent (7%) simple interest to home owners who reside in their home as their primary place of residence and have a life threatening or an emergency situation existing that is verified by an inspector. The purpose of the program is to correct the emergency situation. The property owner is signed up to receive further Housing Rehabilitation Assistance if needed. One hundred and twenty home owners are expected to benefit from this program from 1992-1997.
- (d) Countywide Sanitary Sewer & Water Connection Program. This program is similar to the Housing Rehabilitation Program, except that funds have been earmarked specifically to finance sewer and water connection costs in the unincorporated County. One hundred and sixty homes are expected to benefit from this program by 1997.
- (e) Thornton Terminal Drainage, Phase II. The second phase of construction is to extend a newly constructed storm drainage system along Sacramento Blvd. between New Hope Road and Pine Street within the community of Thornton. Over seventy-five percent (75%) of the beneficiaries of the project will be low or moderate income residents.
- (f) Woodbridge Storm Drainage, Phase II. Phase II will extend the newly installed drainage system along Indiana Street between Orange and Lilac Streets within the community of Woodbridge. More than fifty-one percent (51%) of the residents expected to benefit from the project will be persons of low or moderate income.
- (g) French Camp Water System. This project will result in a water system for Old Town French Camp. The project area has been expanded and is now generally bounded by Interstate 5 on the west, the Western Pacific Railroad on the east, Lombard and Locust Streets on the north, and Roth Road on the south. A design and feasibility study is currently underway. Over half (fifty-nine percent [59%]) of those expected to benefit from this project will be low or moderate income residents.
- (h) Mosswood Sanitary Sewer. Funds will be used to supplement previous CDBG funding to construct a sewer system for the Mosswood Community in conjunction with the City of Stockton. The project area is bounded by Interstate 5 to the west, Homestead Canal to the north, El Dorado Street to the east and Walker Slough to the south.
- (i) Analysis of the Use of Federal and State Rehabilitation Loan Programs. This is an ongoing activity. The Grants Management Unit in the County Administrator's Office assesses the use of a variety of State and Federally funded rehabilitation programs and strategies.
- (j) Technical Assistance to Organizations Involved in Private Rehabilitation. This is an ongoing activity and provides technical assistance to private organizations involved in demonstration programs in rehabilitation treatment areas.
- (k) CHAS (Comprehensive Housing Assistance Strategy). As a result of the recent Cranston-Gonzalas legislation, Cities and Counties who are recipients of Federal Community Development Block Grant funds are required to prepare a five year plan known as the CHAS (Comprehensive Housing Assistance Strategy). The CHAS has a number of components designed to assist Cities and Counties in the creation of Affordable Housing: inadequate housing, housing for the elderly, housing for the homeless, and housing for low to moderate income persons. The CHAS is presently in its final draft and will be going to the Board of Supervisors for final approval.
- (l) Weatherization Activities. The County will continue to finance, where necessary, the weatherization of dwellings in project rehabilitation areas, and to refer elderly homeowners and

low income households within certain income limits, and the general public, to agencies offering weatherization programs.

- (m) Regulatory Inclusionary Ordinance. The County will study the possible addition of an inclusionary ordinance to the proposed Development Title in 1993. An inclusionary ordinance would require that a certain percentage of housing for low and lower income households be included in new subdivisions.
- (n) Revisions to Improvement Standards. The County will continue to reevaluate its standards for on-site and off-site improvements on an ongoing basis and make appropriate revisions.
- (o) Adoption of the Latest Model Codes. The County will adopt the latest model code as soon as possible after adoption by the State. Although the State Building Standards Commission has improved the time period by which the state adopts by reference the model codes which contain state amendments, there are still numerous amendments by state agencies which cause confusion and delay. The County Building Official, a member of CALBO (California Building Officials), will support CALBO's efforts to improve the entire adoption process.
- (p) Permit Center Support. The County will continue its ongoing efforts to improve its permit system. However, the development and enhancement of the automated permit system will be highly dependent upon staffing and system development budget allocations. If sufficient resources exist, a prototype building permit tracking system will be developed and a prototype building permit cash receipt accounting system will be addressed; this will include limited enhancements to the current building permit issuance system.
- (q) Social and Economic Counseling (In Conjunction with Housing Rehabilitation). This is an ongoing activity. Social and economic counseling is provided by County housing rehabilitation specialists whenever it is needed, which is in about 75 percent of all rehab cases. The specialists assist and counsel owner-occupants at all stages of the process. They explain financial and safety procedures and encourage the owners to comply with health and safety standards.
- (r) Revisions to State Energy Standards. This is an ongoing project. The County will continue to work with the State Energy Commission to modify the Title 24 Residential Energy Standards in order to simplify the administration and enforcement of such standards, to reduce implementation costs, and to make such requirements more cost effective.
- (s) Technical Assistance to FmHA Section 502 Program Applicants/Recipients. This is an ongoing activity. The Farmers Home Administration (FmHA) 502 Program provides monies to low and moderate income families to permit them to construct their own home. Technical assistance is given to nonprofit sponsors, who teach prospective self-help owners how to construct their homes, or directly to owners. The principal provider of technical assistance is the San Joaquin County Community Development Department. Technical assistance consists of providing the nonprofit sponsor with information relative to zoning, and County ordinance and General Plan requirements. Also provided is information concerning construction, electrical, heating, and plumbing requirements.
- (t) Technical Assistance to Developers Providing Housing for Low and Moderate Income Persons. This is an ongoing activity. The County provides information on State and Federal housing subsidy programs to developers to convey to prospective homeowners and tenants. The County also assists developers by reviewing their proposals at a "preapplication conference." At this meeting, all relevant County requirements as well as the design of the proposed project are discussed.
- (u) Fee Reduction or Deferment. By the end of 1992 San Joaquin County will review its fee structure and the fee structure of other jurisdictions to determine if any fees may be reduced or deferred for affordable housing projects. The County will also determine if any impact fees may be exempted or discounted. Traffic mitigation fees have been reviewed, and the fees may now be deferred up to five (5) years for new low- and moderate-income housing.
- (v) Alternative Housing Arrangements. In 1994, the County will study the feasibility of providing for a variety of unconventional and unique housing arrangements such as shared-housing for seniors, partnership housing, cooperative housing, or any other type of physical or financial arrangement that would promote greater housing affordability. After completion of the initial study, this will be an ongoing program.
- (w) Assistance and Referrals for Non-Profits. In 1993, the County will examine ways of providing assistance to those interested in starting or working with non-profit, affordable housing organizations, including referrals to existing state and federal programs. If it is concluded that this would be valuable and feasible, set up a program for continued assistance and referrals.
- (x) Fair Share Meeting. Organize a meeting in 1996 of the various governmental jurisdictions in San Joaquin County with COG to discuss Fair Share Housing and each jurisdiction's needs and constraints to help form a consensus of regional needs and the best method for all to obtain an equitable and realistic distribution of housing.



- (y) Design Innovations. Study various design considerations which may be adapted to permit innovative methods of providing affordable housing. In particular, study the possibilities and ramifications of having mixed use developments, housing over commercial establishments, smaller lots, street width reductions, and the use of duplexes in low density residential zones. This study has already begun with mixed use development, and the study should be completed in 1994. This would then be an ongoing activity.
- (z) General Plan Amendments and Rezoning Program. Review the present applications and requirements for General Plan amendments and rezonings to determine if there is any way in which the procedure may be shortened or simplified for high density residential applications. Will have researched possible ways of doing this, such as standardizing requirements, by the end of 1992.
- (aa) Residential Rezoning Program. The County's Residential Rezoning Program is an ongoing activity. Once a residential area has obtained the required urban services, it may become eligible to be rezoned to a higher density residential zone (zone must be within the density range specified by the General Plan). Such rezonings are normally initiated when appropriate by the County as staff time permits. Since residential projects are more cost effective at higher densities, the Residential Rezoning Program makes more feasible the construction of housing affordable to low and moderate income families and individuals.
- (bb) Application of General Plan Goals & Policies and Actions to Housing Sites. This is an ongoing activity. The program of applying CHAS (Comprehensive Housing Assistance Strategy) and General Plan standards, policies and principles to housing sites has as one of its primary goals the provision of adequate sites for housing affordable to low and moderate income families and individuals. This goal is being implemented by (1) assessing whether residential areas could be rezoned to a higher density residential zone (see "Residential Rezoning Program" above), (2) adhering to a policy of requiring the full range of urban services for residential projects in urban areas, (3) evaluating the appropriateness of existing General Plan designations in established neighborhoods, and (4) concentrating resources in areas designated for rehabilitation or conservation.
- (cc) Processing of Permits for New Dwelling Units. The County estimates it will process approximately 3000-5000 new residential units from 1992 to 1997; the number of units will depend on the New Communities. It is anticipated that these new units will accommodate the increase in household population expected over the next five years of the Housing Element.
- (dd) Section 8 Program. This is an existing program administered by the Housing Authority. Under this program, rental subsidy payments are made by the Housing Authority, using HUD (U.S. Department of Housing & Urban Development ) Section 8 funds, directly to landlords. These payments make up the difference between the fair market rent of a unit (as determined by HUD) and the contribution which the low income householder makes toward that rent (normally 30 percent of gross monthly income less deductions or allowances for medical, child care, and other expenses). The rental unit is selected by the low income householder and qualified and approved by the Housing Authority. The Housing Authority has 123 housing units involved in its Section 8 Program within the unincorporated area of the County.
- (ee) Processing of Mobile Home Applications in Non-Residential Zones. This is an ongoing activity. The County provides housing opportunities for farm laborers and their families by permitting mobile homes in agricultural zones and for caretakers in commercial and industrial zones. It is estimated that the County will process about 300 mobile home permits between 1992 and 1997.
- (ff) Second Unit Dwelling Ordinance. This is an ongoing activity. The County provides for a second residential unit to be placed on residential property for the use of adults 55 or over. Based on prior activity, it is estimated that the County will process about 400 second unit dwelling applications during the next five years. Possible expansion of second unit dwellings will be studied in 1994 to determine if there are other ways in which these units can be used to provide additional affordable housing. The permitted size of the units are being increased to reflect state law and the Planning Commission is considering a provision to permit the elderly to live in either unit.
- (gg) Land Banking. During 1995, the County will study the possibility of land banking for future affordable housing projects. Land banking is a procedure whereby the County could acquire and assemble land suitable for development and hold it until a suitable developer for affordable housing could be identified.
- (hh) Rezoning of Nonresidential Structures for Housing. The County will investigate in 1993 the possibility of converting nonresidential structures into affordable housing units or mixed use areas that include affordable housing. This option may become possible in the future because of the glut of commercial development.
- (ii) Surplus Government Property. The County will inventory surplus government land during 1993 to determine if any is suitable as possible sites for affordable housing, homeless shelters, or transitional housing.
- (ij) Infill. The County will investigate ways in which to encourage the use of infill sites, particularly with regard to higher density residential units, during 1995.

- (kk) Housing Task Force. After completion of the housing study conducted under CHAS, a task force was formed to study affordable housing issues. The Task Force consists of sixteen (16) members representing: Chamber/Business, Residential Developer, Housing Advocate, B.I.A., Lender, Community Organization, Technical Assistance Organization, County Planning Commission, Realtor, Non-Profit Developer, Tenants, Apartment Association, Service Provider, Legal Aid, Housing Authority, and School District. The Task Force will be asked to submit a report and recommendations for a ten-year Comprehensive Affordability Housing Strategy for San Joaquin County. It will then meet periodically to assess the Affordability Strategy.
- (ll) Anti-Housing Discrimination Efforts. This is an ongoing activity. The County has allocated funds to the Stockton-San Joaquin County Community Housing Resource Board, Inc. (CHRB), to provide fair housing and rental mediation services throughout the unincorporated area and to provide an administrative and public information network for discrimination referrals.
- (mm) Fair Housing Study and Policy Review. The County will undertake a study and policy review to further fair housing choice in San Joaquin County. There will be several facets to this study and policy review:
1. The County's Technical Advisory Committee (TAC) will coordinate a Countywide program of data collection and analysis to identify obstructions to fair housing choice.
  2. A task force put together by the County will make findings and develop recommendations concerning fair housing. The task force will use the data and analysis obtained through the TAC's efforts. The task force will also utilize the knowledge and experience of existing fair housing and minority groups in identifying obstacles to fair housing.
  3. The County's Policy Advisory Committee (PAC) will review the task force's findings and recommendations. The PAC, whose members include a County Supervisor and a Council member from each participating city, will make recommendations to the County Board of Supervisors and to the City Councils concerning actions needed to implement fair housing programs.
- (nn) HOPE (Housing Opportunity for People Everywhere). This housing program is a result of the Cranston-Gonzales National Affordable Housing Act and focuses on ownership of single and multi-family housing. This program is presently waiting on action from the Federal Government.
- (oo) HOME. This housing program is also a result of the Cranston-Gonzales National Affordable Housing Act and focuses on inadequate housing supply, substandard units, and units in need of rehabilitation. Activities covered under this program are: rehabilitation, acquisition, finance cost and relocation, site improvements, new construction, and rental assistance. In 1992, the consortium (see qq) received \$1,181,000 in funds for rehabilitation, new construction, and rental assistance.
- (pp) Staff Training. The County recently received a three year training award from the Department of Housing and Urban Development. The purpose of the award is to assist the County in working with contractors, developers, lenders, and non-profits to increase the County's capacity to create affordable housing in San Joaquin County.
- (qq) Consortium with Other Jurisdictions. The County and the cities within San Joaquin County, with the exception of Lodi, have created a consortium, to utilize funding to provide affordable housing. The Consortium has obtained funding under the HOME program. This will be an ongoing program.
- (rr) Rehabilitation Projects. Presently pursuing the possibilities of working on joint rehabilitation projects with one or more of the cities in San Joaquin County.
- (ss) Task Force Notebook. To aid in the education of the Task Force, a notebook is being compiled containing needs analysis, a revenue section, and a gap analysis. This notebook will be maintained on an ongoing basis for future use of staff and for assisting the Task Force with periodic assessments of the Comprehensive Affordability Strategy.



## **D. INFRASTRUCTURE SERVICES**

The future development and quality of life in San Joaquin County is directly related to the location, availability, and quality of infrastructure services available to the public. Given the limitations of financial resources, carefully planned infrastructure systems are necessary to provide for the long term needs of the County.

Planning must include provisions for operation and maintenance of existing facilities and replacement of deteriorating facilities, as well as construction of new facilities for an expanding population. This section of the General Plan addresses all major infrastructure services and facilities in the County including: wastewater treatment, water supply, storm drainage, and solid waste disposal, as well as utility corridors for transmission lines.

### **1. WASTEWATER TREATMENT**

Urban development generally requires collection and treatment of wastewater at a wastewater treatment facility. In rural or agricultural areas septic systems may be adequate for development.

To accommodate projected growth, existing wastewater treatment facilities will need to be expanded. New ones may need to be created. It is the County's intent that new development bear the full costs of sewer system improvements required to accommodate the service demands of the project.

**Objective 1. To ensure adequate wastewater treatment and the safe disposal of liquid waste.**

**Policies** 1. Expansion of urban communities shall be limited to areas where community wastewater treatment systems can be provided.

## INFRASTRUCTURE SERVICES (cont.)

### Wastewater Treatment (cont.)

#### Policies

(cont.)

2. The following shall be minimum requirements for wastewater treatment facilities for the approval of tentative subdivision maps for new development and may also be necessary for other discretionary applications:

WASTEWATER TREATMENT	
<u>General Plan Area</u>	<u>Minimum Requirements</u>
Urban Communities	Public wastewater treatment system. Septic systems may be permitted in Rural Residential areas, Commercial areas adjacent to Rural Residential areas, and in Warehouse Industrial zones, if General Plan policies and Development Title regulations are met.
Rural Communities	Septic system
Freeway Service Areas Outside of Communities	Public wastewater treatment system for at least each side of the freeway. (System maybe private if only one parcel is involved.)
Industrial Areas Outside of Communities	Public wastewater treatment system serving the entire planned area. (System may be private if only one parcel is involved.) Septic systems may be permitted in the Truck Terminals designation and in the Warehouse Industrial zones, if General Plan policies and Development Title regulations are met.
Commercial Recreation Areas Outside Communities	Public wastewater treatment system serving the entire planned Commercial Recreation area. (Systems may be private if only one parcel is involved.)
Agricultural Areas	Septic system.

3. Public wastewater treatment systems shall be provided by an existing public agency, or by a new district if no public agency in the urban community or other area planned for a public system is empowered to provide wastewater treatment services.
4. Septic systems may be permitted only:
  - (a) within the following General Plan land use designations, except for development on existing lots over two acres in size: Agricultural, Rural Residential, Commercial areas adjacent to Rural Residential areas within an urban Community, Rural Service Commercial, and Limited Industrial, if zoned for warehousing; and

## INFRASTRUCTURE SERVICES (cont.)

### Wastewater Treatment (cont.)

#### Policies

(cont.)

- (b) if wastewater volumes and quality from all uses in the area do not require a wastewater treatment system.
- 5. Septic systems in non-agricultural areas may be considered for new parcels only:
  - (a) if a parcel is two acres or more; or
  - (b) if a parcel is one acre or more and will be served by a community water system and a community storm drainage system.
- 6. In antiquated subdivisions a public wastewater treatment system shall be required for issuance of building permits for new residences. Septic systems may be permitted for parcels one acre or more, if General Plan policies and Development Title regulations are met.
- 7. Wastewater treatment systems shall meet the requirements and standards of the operating agency and the County.
- 8. Septic system development, operation, and maintenance shall meet the requirements and standards of Public Health Services.
- 9. Sewage treatment facilities (including storage ponds) and areas for disposal of sewage effluent and sewage sludge serving uses outside of the Delta Primary Zone (as defined by Public Resources Code Section 29728) shall not be located within the Delta Primary Zone.

#### Implementation

- 1. Required Wastewater Services. The Development Title shall specify wastewater treatment requirements. (Public Works, Public Health, Planning)
- 2. Septage Disposal Facilities. The County shall develop septage disposal facilities at one or more landfill sites within the County so that out-of-County facilities are not required. (Public Works, Public Health)

## 2. WATER SUPPLY

In the developed areas, water agencies acquire water from ground or surface supplies, treat it if necessary, and distribute it to users. The water agencies include the cities, public districts empowered to provide water, and quasi-public agencies, such as California Water Service. Potable water in rural areas generally comes from individual wells.

## **INFRASTRUCTURE SERVICES (cont.)**

### **Water Supply (cont.)**

Water system facilities may include wells, treatment and storage facilities, lines and pumps. These systems can be expanded to include new areas of development. Water supplies are affected when overdraft of the groundwater basin occurs, and wells need to be deepened when the groundwater level drops. All urban communities in the County have public water systems, except French Camp. Many rural communities do not have systems.

Water systems that supply a large amount of water must be tested regularly for water quality and quantity. Private wells generally are not tested regularly. In recent years, the State has increased the number of pollutants that must be tested for. Some water supplies have been contaminated by sewage disposal and by industrial and agricultural chemicals.

The Resources chapter of the plan contains a section on Water Resources and Quality.

#### **Objective 1. To maintain an adequate and safe water supply for County users.**

- Policies**
1. The availability of a long-term, reliable potable water supply shall be a primary determinant in the planning of areas for growth.
  2. The following shall be minimum requirements for water for the approval of tentative maps and may also be necessary for other discretionary applications:



## INFRASTRUCTURE SERVICES (cont.)

### Water Supply (cont.)

#### Policies

(cont.)

WATER SUPPLY	
<u>General Plan Area</u>	<u>Minimum Requirements</u>
Urban Communities	Public water system. In Rural Residential designations, individual wells may be permitted if parcels are two acres or greater and no public water system exists.
Rural Communities	Public water system. If parcels are two acres or greater and no public water system exists, individual wells may be permitted.
Freeway Service Areas Outside of Communities	Public water system serving at least each side of the freeway. (System may be private if only one parcel is involved.)
Industrial Areas Outside of Communities	Public water system serving the entire planned areas. (System may be private if only one parcel is involved.) Individual wells may be permitted in the Truck Terminals designation.
Commercial Recreation Areas	Public water system serving the entire planned area. (System may be private if only one parcel is involved.)
Agricultural Areas	Individual water wells.

**INFRASTRUCTURE SERVICES (cont.)****Water Supply (cont.)****Policies****(cont.)****TABLE IV-4****AGENCIES SUPPLYING WASTEWATER TREATMENT AND WATER SERVICES**

<u>COMMUNITY</u>	<u>WASTEWATER TREATMENT</u>	<u>WATER SUPPLY</u>
Stockton	City of Stockton	<ul style="list-style-type: none"> <li>• City of Stockton</li> <li>• California Water Service Company</li> <li>• San Joaquin County</li> <li>• Elkhorn Golf Course Estates</li> <li>• Water Maintenance District</li> <li>• Rancho San Joaquin Maintenance District</li> <li>• CSA #15</li> <li>• Walnut Acres Maintenance District</li> <li>• CSA #17</li> <li>• Lincoln Village Maintenance District</li> <li>• Colonial Heights Maintenance District</li> <li>• CSA #40</li> </ul>
Lodi	City of Lodi	<ul style="list-style-type: none"> <li>• City of Lodi</li> <li>• Sunnyside Maintenance District</li> </ul>
Manteca	City of Manteca	<ul style="list-style-type: none"> <li>• City of Manteca</li> <li>• Raymus Village Maintenance District</li> <li>• CSA #20</li> </ul>
Tracy	City of Tracy	<ul style="list-style-type: none"> <li>• City of Tracy</li> <li>• CSA #44</li> <li>• Maurland Manor Maintenance District</li> <li>• Corral Hollow Maintenance District</li> </ul>
Ripon	City of Ripon	<ul style="list-style-type: none"> <li>• City of Ripon</li> <li>• Spring Creek Estates Maintenance District</li> </ul>
French Camp	None	None
Lathrop	City of Lathrop (Manteca Plant)	<ul style="list-style-type: none"> <li>• City of Lathrop</li> </ul>
Linden	Linden Co. Water District	<ul style="list-style-type: none"> <li>• Linden Co. Water District</li> </ul>
Lockeford	Lockeford Community Services District	<ul style="list-style-type: none"> <li>• Lockeford Community Services District</li> </ul>
Escalon	City of Escalon	<ul style="list-style-type: none"> <li>• City of Escalon</li> </ul>

## INFRASTRUCTURE SERVICES (cont.)

### Water Supply (cont.)

#### Policies

(cont.)

<u>COMMUNITY</u>	<u>WASTEWATER TREATMENT</u>	<u>WATER SUPPLY</u>
Morada	None	<ul style="list-style-type: none"><li>• Almond Park Maintenance District</li><li>• Wilkinson Manor Maintenance District</li><li>• Shaded Terrace Maintenance District</li><li>• Morada Estates Maintenance District</li><li>• Morada Manor Maintenance District</li><li>• Morada Acres Maintenance District</li><li>• Gaylor Manor Maintenance District</li><li>• CSA #21</li><li>• CSA #46</li></ul>
Thornton	San Joaquin County Housing Authority	<ul style="list-style-type: none"><li>• CSA #12</li></ul>
Woodbridge	Woodbridge Sanitary	<ul style="list-style-type: none"><li>• Mokelumne Acres Maintenance District</li><li>• CSA #18</li></ul>
Acampo	None	<ul style="list-style-type: none"><li>• Acampo Maintenance District</li><li>• CSA #51</li></ul>
Banta	None	None
Clements	None	<ul style="list-style-type: none"><li>• CSA #43</li></ul>
Collierville	None	None
Coopers Comer	None	None
Farmington	None	<ul style="list-style-type: none"><li>• Private (Farmington Water Company)</li></ul>
Glenwood	None	None
New Jerusalem	None	None
Noble Acres	None	None
Peters	None	None
Stoneridge	None	None
Victor	None	<ul style="list-style-type: none"><li>• Victor Waterworks District No. 2</li></ul>
Vernalis	None	<ul style="list-style-type: none"><li>• CSA #19</li></ul>
Chrisman	None	<ul style="list-style-type: none"><li>• CSA #16</li></ul>
Lammersville	None	<ul style="list-style-type: none"><li>• CSA #35</li><li>• Currier Estates Water Corporation</li></ul>

3. Public water systems shall be provided by an existing public or quasi-public agency, or by a

## INFRASTRUCTURE SERVICES (cont.)

### Water Supply (cont.)

#### Policies

(cont.)

new district if no public agency in the community or other area planned for a public system is empowered to provide water supply services.

4. In antiquated subdivisions a public water supply shall be required for issuance of building permits for new residences on parcels less than two acres.
5. The need for water system improvements shall be reduced by encouraging new development to incorporate water conservation measures into their projects. See Water Resource and Quality Implementation 2.(e) in Chapter VI, Resources. (All new water systems shall be metered.)
6. Water supplies serving new development shall meet State water quality standards. If necessary, water shall be treated to meet these standards.
7. Any General Plan Amendment, or Subsequent Plan for any new or expanded community, approved by the County shall not result in an increased demand upon the water supply available to San Joaquin County as of April 1, 1991.

#### Implementation

1. Required Water Supply Facilities. The Development Title shall specify required water supply facilities. (Public Works, Public Health, Planning)
2. Test Wells. The County shall continue to require test wells prior to development and ensure that water quality and quantity are adequate. (Public Works, Public Health)
3. Well Monitoring Program.
  - (a) County Public Health Services shall institute a private well monitoring program to evaluate the quality of groundwater supplied to newly constructed private domestic wells.
  - (b) County Public Health Services shall continue to evaluate the quantity and quality of groundwater in small public water systems, and the County shall support State monitoring of larger systems. (Public Health)



### 3. STORMWATER DRAINAGE

Storm drainage systems serve to collect and convey stormwater away from developed areas. Inadequate systems can result in personal and property damage and personal inconvenience from flooding. A variety of techniques are available to provide storm drainage, ranging from concrete channels and culverts to natural swales. The choice between structural and non-structural systems must balance cost and environmental factors. Nonstructural systems, such as swales, open channels, and overland flows are usually less costly but require more land.

**Objective 1. To collect and dispose of stormwater in a manner that least inconveniences the public, reduces potential water-related damage, and enhances the environment.**

**Policies 1.** The following shall be minimum requirements for stormwater drainage facilities for the approval of tentative maps and may also be necessary for other discretionary applications:

<b>STORMWATER DRAINAGE</b>	
<u>General Plan Areas</u>	<u>Minimum Requirements</u>
Urban Communities	Public drainage system, with terminal drainage unless a Master Drainage/Special Purpose Plan permits retention ponds. On-site drainage may be permitted in Rural Residential designations if parcels are two acres or more.
Rural Communities	Public drainage system. On-site drainage may be permitted if parcels are two acres or more.
Freeway Service Areas Outside of Communities	Public drainage system serving at least each side of the freeway. (System may be private if only one parcel is involved.)
Industrial Areas Outside of Communities	Public drainage system serving the entire planned area. (System may be private if only one parcel is involved.) On-site drainage may be permitted in the Truck Terminals designation.
Commercial Recreation Areas Outside of Communities	Public drainage system serving the entire planned Commercial Recreation area. (System may be private if only one parcel is involved.)
Agricultural Areas	On-site drainage.

2. Public stormwater drainage systems shall be provided by either existing public agencies or

## **INFRASTRUCTURE SERVICES (cont.)**

### **Stormwater Drainage (cont.)**

#### **Policies**

(cont.)

new districts.

3. In antiquated subdivisions a public drainage system shall be required for issuance of building permits for new residences on parcels less than two acres.
4. Use of natural or nonstructural stormwater drainage systems shall be encouraged to preserve and enhance the natural features of a site.
5. Recreational and visual opportunities shall be considered in the design of stormwater ponds.
6. Stormwater, if of safe quality, shall be considered for use in replenishment of the area's groundwater basin.

#### **Implementation**

1. Required Storm Drainage Facilities. The Development Title shall specify required stormwater drainage facilities. (Public Works, Planning)
2. Master Drainage Plans. A Master Drainage Plan shall be prepared for each major drainage basin in the County. (Public Works)

## **4. SOLID WASTE DISPOSAL**

Solid waste management and disposal is governed by the San Joaquin County Solid Waste Management Plan, which defines programs for recycling, resource recovery, and disposal. This Plan will be revised under 1989 State legislation that requires an Integrated Waste Management Plan. The new Plan must include programs to reduce its solid waste by 50 percent by the year 2000. Solid waste disposal currently occurs at eight landfill sites in the County (four are for residential and commercial/industrial solid waste, and four are for special purposes) and some disposal occurs in Sacramento and Stanislaus Counties. Three of the County's landfills are expected to reach capacity within the planning horizon of the Plan. In order to maintain the health and sanitation of the County, efforts must be made to prolong the life of these facilities, through expansion and/or recycling, or to develop new landfills.

**Objective 1. To ensure the safe and efficient disposal or recycling of wastes generated in San Joaquin County.**

**Policies** 1. Waste collection shall be mandatory in all Urban and Rural Communities of San Joaquin County.

## INFRASTRUCTURE SERVICES (cont.)

### Solid Waste Disposal (cont.)

#### Policies

(cont.)

2. The County shall promote maximum use of solid waste source reduction, recycling, composting, and environmentally safe transformation of wastes.
3. Solid waste disposal facilities shall not cause contamination of surface or groundwaters, as measured by State standards.
4. New sanitary landfills shall be located outside of:
  - (a) Urban or Rural Communities;
  - (b) a 100-year floodplain;
  - (c) view from a scenic route;
  - (d) areas of significant extractive or vegetative resources; and
  - (e) at least 10,000 feet from a Stockton Metropolitan Airport runway.
5. Solid waste collection and transfer facilities shall be located close to the areas they serve.
6. The County's Waste Management Plan shall be the basis for solid waste collection and disposal.
7. All development shall be consistent with the County's Waste Management Plans.

#### Implementation

1. Mandatory Collection. The County shall enact an ordinance requiring solid waste collection, including recycling, from all urban and rural communities. (Public Works)
2. Development of Solid Waste Facilities. Discretionary permits shall be required for all waste disposal facilities. (Planning)
3. Monitoring of Landfills. Landfills shall be monitored during operation and after closure to determine any groundwater contamination and gas mitigation. (Public Works)
4. Waste-to-Energy. The County shall study the feasibility of a waste-to-energy facility, including a methane gas recovery operation. (Public Works)
5. Waste Management Plan. The County shall maintain and regularly update a Waste Management Plan. (Public Works)

## 5. UTILITY CORRIDORS

Utility corridors include electrical transmission and communications lines, as well as major oil, gas, and water lines. Hazards can result from breakage of a line.

These utility corridors often require wide rights-of-way and severely limit the types of land uses in their vicinity. Their alignment typically follows the shortest path between two points, irrespective of sensitive natural resources, property lines, or land uses. Overhead transmission lines are highly visible from great distances and can negatively impact the scenic quality of the landscape. The purpose of the following objectives and policies is to establish guidelines for the proper siting of these facilities.

- Objectives 1. To protect the public and the natural environment from possible hazards associated with utility corridors.**
- 2. To protect the scenic value of the County landscape from inappropriately located overhead utility lines.**
  - 3. To protect land uses from the placement of utility corridors across property at inappropriate locations.**



## INFRASTRUCTURE SERVICES (cont.)

### Utility Corridors (Cont.)

- Policies**
1. The environmental assessment of new or expanded utility lines shall address the potential adverse impacts on development as a result of a rupture or malfunction, and shall identify mitigation measures to be adopted by the utility to safeguard against such accidents and to respond in the event of an accident.
  2. Utility lines shall not adversely impact significant plant and animal species.
  3. Utility distribution and transmission facilities for all new development in urban communities shall be placed underground.
  4. The County shall encourage the use of existing transmission corridors for new lines, except in the case of electrical transmission lines over 500 kv, which for safety reasons shall be separated from existing corridors by at least 500 yards.
  5. The County shall encourage the joint-use and development of appropriate utility corridors for recreational and trail uses.
  6. The County shall encourage utilities to route their facilities along property lines and where they will not interfere with agricultural operations or other land use activities.

### Implementation

1. Coordination with Utilities. Whenever a utility proposes improvements to, or expansion of, an existing transmission or communications line, the County shall alert the utility to its policies and seek to require compliance with them. (Planning)
2. Undergrounding of Utilities. The Development Title shall include provisions regarding the underground placement of transmission and distribution facilities. (Planning)
3. Electrical Transmission Lines. The County shall require disclosure of potential health effects associated with electromagnetic fields and PCB-contaminated electrical equipment in residential development proposals. (Planning)

## **E. PUBLIC FACILITIES**

Public facilities encompass a range of public and social activities and services existing in San Joaquin County. This section addresses those opportunities for the development of human potential and enrichment, as well as the general need to provide for a sense of community identity and well-being. Issues pertaining to public facilities and services range from park and recreational needs, to human services, to libraries, and to educational resources.

Additional public facilities are included elsewhere in this Plan. Fire protection and law enforcement facilities are contained in the Public Health and Safety chapter. Wastewater treatment, water services, flood control, and other public utilities are contained in the earlier Infrastructure Services section of this chapter.

### **1. RECREATION**

Parks and recreation facilities and enjoyment of the County's water resources, the rivers and the Delta, are significant factors contributing to the quality of life for thousands of residents not only in San Joaquin County but the State of California as well. In addition, preservation of the County's natural resources which contribute to outdoor recreational opportunities is essential to maintaining the character and quality of life County residents enjoy. The County provides regional parks, as well as local parks for many unincorporated neighborhoods and communities.

Providing park and recreation facilities includes the acquisition, development, maintenance and operation of land as well as funding the ongoing programs provided in those facilities. In trying to meet the increasing demands for additional parks and recreation facilities, however, the County has continued to fall short of obtaining the necessary funds. Thus, the County continues to seek creative means for financing new park improvements through various sources, including revenues from the general fund, park development fees, user fees, special district revenues, state and federal grants, private donations, development mitigation requirements, and intergovernmental cooperation.

By 2010, an additional 4000+ acres of regional parkland will be needed to serve County residents.

## **PUBLIC FACILITIES (cont.)**

### **Recreation (cont.)**

#### **Policies**

(cont.)

- Objectives 1.** To serve the recreation needs of the County population by providing regional and local parks and recreational facilities.
- 2.** To protect the diverse resources upon which recreation is based, such as waterways, marsh lands, wildlife habitats, unique land and scenic features, and historical and cultural sites.
- 3.** To ensure the preservation of the Delta and the opportunity for the public to learn about and enjoy this unique recreation resource.
- 4.** To promote the recreational potential of San Joaquin County.

#### **Policies**     Parks and Recreation Facilities

1. San Joaquin County shall continue to be a major developer and operator of regional parks and shall facilitate the development and operation of local parks.
2. The criteria outlined in Table IV-5 shall be used for the development of parks.
3. In providing regional recreation, the County shall emphasize activities and facilities that:
  - (a) are best provided on the regional level;
  - (b) need to be provided by a public agency; and
  - (c) address the needs of the County's residents.
4. In urban communities where a local park is designated on the General Plan 2010 Map, recreation development should begin when an operational authority is designated and funding for operations and maintenance is established.
5. In the acquisition and development of recreation areas the needs of the people to be served, and accessibility of the site to those served shall be considered.
6. The County shall give special consideration to the recreational needs of the elderly, handicapped, youth, and people of low and moderate incomes in designing the layout, features, and programs for a park.

**PUBLIC FACILITIES (CONT.)**

Recreation (cont.)

**Policies**

(cont.)

**Table IV-5  
CRITERIA FOR PARK DEVELOPMENT**

Park Type		Approximate Size (Acres)	Recreational Use	Service Area Radius	Access Requirements	Acres/1,000 Population
Regional Park		15-200	Nature-oriented outdoor recreation, picnicking, boating, fishing, camping, trail uses and play areas.	1 hour drive time; serving several communities	Arterial and bicycle access	10
Local Parks						3
	Community Park	15+	Intense recreation facilities, athletic fields & complex, swimming pools, picnicking, and play areas.	1 mile	Arterials or Collector, and bike and pedestrian access	
	Neighborhood Park	Less than 15	intense recreation activities, field games, court games, crafts, playground apparatus, picnicking, etc.	0.5 mile	Any roadway, and bicycle and pedestrian access	
	Mini Park	1 or less	Specialized use facilities for special user groups (tots, seniors,) nature or historic information marker, etc.	0.25 mile or less	Any roadway, and bicycle and pedestrian access	



## **PUBLIC FACILITIES (cont.)**

### **Recreation (cont.)**

#### **Policies**

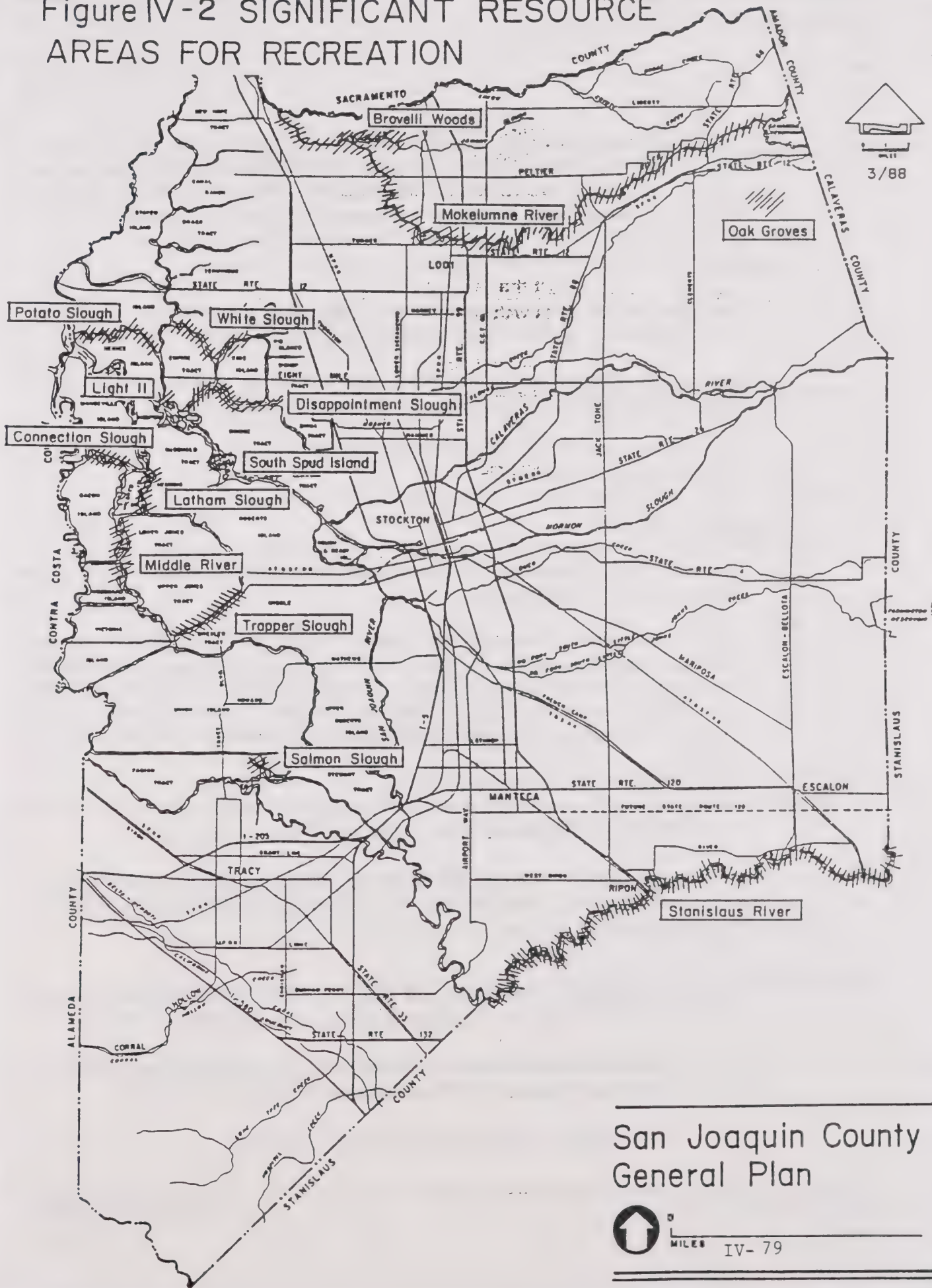
(cont.)

7. Natural features shall be preserved in recreation areas, and opportunities to experience natural settings shall be provided.
8. The County shall protect those resource areas identified in Figure IV-2 as being significant for recreation.
9. It shall be recognized that the value of some public land may lie in the preservation of natural or historic features with limited or no public uses permitted on the site.
10. The County shall cooperate and coordinate with school districts in the joint planning, acquisition of land, and use of school buildings and facilities for park and recreational opportunities.
11. Overuse and misuse of recreation areas shall be prevented.

#### Waterways

12. Areas for the following recreational opportunities should be provided along the County's waterways:
  - (a) bank fishing;
  - (b) boating;
  - (c) water skiing;
  - (d) hiking, bicycling, and horseback riding;
  - (e) picnicking; and
  - (f) nature study.
13. Recreational use of the County's waterways will be supported, and the County shall ensure adequate public access to waterways at selected locations.
14. Water-related resources shall be protected for their importance to recreational uses.
15. The recreational values of the Delta, the Mokelumne River, and the Stanislaus River shall be protected.

Figure IV-2 SIGNIFICANT RESOURCE AREAS FOR RECREATION



## **PUBLIC FACILITIES (cont.)**

### **Recreation (cont.)**

#### **Policies**

(cont.)

16. The recreational potential, particularly for trails, of the Calaveras River, the San Joaquin River, the Stockton Diverting Canal, and water conveyor projects shall be recognized and studied. The potential for land use conflicts associated with public use of waterways (e.g., trespassing, littering, vandalism) should be assessed for selected recreation sites.

#### The Delta

17. The Delta shall be recognized as an area of international importance and as a major recreational, wildlife, agricultural, and economic resource of San Joaquin County.
18. Waterway development and development on Delta islands shall protect the natural beauty, the fisheries, wildlife, riparian vegetation, and the navigability of the waterway.
19. Development in the Delta islands shall generally be limited to water-dependent uses, recreation, and agricultural uses.

#### Promotion of Recreation

20. The County shall recognize the importance of recreation as a major industry by promoting its resources and encouraging tourism.
21. The County shall encourage other public agencies and the private sector to develop and operate recreational facilities in the County if consistent with other General Plan policies. Public/private cooperation in the provision of recreation facilities shall be supported. Public amenities (such as fishing or picnic areas) in or adjacent to private facilities may be considered, particularly if the private facility agrees to supervise and manage the public amenity.
22. The County shall continue to encourage and support the efforts of private, non-profit organizations in providing recreation programs in the County.
23. Scenic corridors along recreation travelways and scenic routes shall be protected from unsightly development. (Additional policies are included in the Open Space section of the Resources chapter.)

#### **Implementation**

1. Public Land Acquisition. The County shall work toward the public acquisition of additional parkland to provide for the future population of the County. (Parks & Recreation)
  - (a) Sites designated as potential regional parks in Figure IV-3 shall be studied and if found to be appropriate shall be acquired when funds become available.
  - (b) The County shall promote donations of land for recreation.



## PUBLIC FACILITIES (cont.)

### Recreation (cont.)

#### Implementation

(cont.)

- (c) The County shall encourage other public agencies such as the State to develop recreational facilities in the County.
  - (d) Special consideration shall be given for early acquisition and/or protection to those areas that have special features or are in areas planned for urban development.
  - (e) Prior to abandonment of any publicly-owned land, the County shall review the site for its recreational potential.
  - (f) The County shall pursue the acquisition of conservation easements for preservation of riparian vegetation along the Mokelumne River, and study the feasibility of additional public recreational areas on the river.
  - (g) Public acquisition of the unleveed channel islands in the Delta shall be supported.
2. Recreation Activities. The County shall address the lack of the following recreational activities and provide for them:
- (a) bank fishing;
  - (b) camping; and
  - (c) nature study. (Parks & Recreation)
3. Trail Development. A program for the creation of bicycle, pedestrian and equestrian trails in areas designated on Figure IV-3 shall be developed. The program shall consider policing and sanitation for the trails. (Parks & Recreation)
4. Levee Rehabilitation. The County shall work for inclusion of recreation sites and trails in a state/federal Delta levee rehabilitation program. The program shall include provision for operation and maintenance of the recreation facilities. (Parks & Recreation, Planning)
5. Recreation Zoning. Publicly owned recreation areas shall be zoned Public Facilities. (Planning)
6. Recreation Information Programs. The County shall continue to promote parks and recreation systems through public information programs. (Parks & Recreation)



RECREATION FACILITIES

1991

TRAILS

- CANOE
- HIKING / BIKING
- HIKING / EQUESTRIAN
- HIKING / BIKING / EQUESTRIAN
- PROPOSED PARK

1. JOHN VAN ASSEN
2. STILLMAN WAGGE
3. HARMONY GROVE
4. WESTGATE LANDING
5. WICKE GROVE
6. OAK GROVE
7. DOB REIS
8. WOODSDALE CROSSING
9. DURHAM FERRY
10. WOODBRIDGE

11. CAMANCHE RESERVOIR (Tri-County)
12. LOOI LAKE (Local)
13. BUCKLEY COVE (Stockton)
14. LOUIS PARK (Stockton)
15. OAK PARK (Stockton)
16. MORELLI (Stockton)
17. CASHWELL (State)
18. CARNEGIE CYCLE (State)
19. I-5 BORROW SITES (State)
20. SPORTS COMPLEX (County-Stockton)
21. FARMACY AVENUE (Sacramento)

WILES  
TV-82

## **PUBLIC FACILITIES (cont.)**

### **Recreation (cont.)**

#### **Implementation**

(cont.)

7. Delta Protection. The County shall continue to participate in programs and organizations which advocate the beneficial use and preservation of the Delta. (Planning, Parks & Recreation, Public Works)
8. Waterway Navigability. The County shall request that the Corps of Engineers or other appropriate agencies maintain navigability of the County's waterways. (Planning, Parks & Recreation)
9. Waterway Standards. The County shall develop standards for projects on and adjacent to waterways. (Planning)
10. Waterway Protection. The county shall coordinate with city, state, and federal agencies to implement policies regarding protection and enhancement of waterways. (Planning, Parks & Recreation)
11. Park Dedication and In-lieu Fees. The County shall continue to require dedication of parkland or in-lieu fees for local parks until other methods of sufficient financing are established. (Parks & Recreation) In-lieu fees shall:
  - (a) be collected for developments proposed in those communities where the General Plan has identified a local recreation area;
  - (b) include land acquisition and site development costs, such as grading, access, drainage, and fencing; and
  - (c) be given to the agency providing local recreation facilities.
12. Economic Study. The County shall do a comprehensive study of the value of recreation to the County's economy. (Parks and Recreation)
13. Park Funding. The County shall develop and adopt programs for funding local and regional parks. (Parks & Recreation)
14. Park Development. The County shall continue to establish priorities for developing parklands according to existing and projected demands. (Parks and Recreation)
15. Marinas. New or expanded marinas shall include the following facilities: adequate restrooms, pumpout facilities, trash containers, and oily waste disposal facilities.

## **2. EDUCATIONAL FACILITIES**

Educational facilities are defined to include public and private elementary schools, junior high schools, high schools, continuation schools, and colleges. Schools at every level are essential components of the quality of life in every community. A major concern of the County's school districts is the need for future expansion and improvements to accommodate the projected increase in student population associated with the County's projected growth.

Most school districts in San Joaquin County are currently at capacity. Adequate educational facilities are needed to serve existing and new development. The County needs to ensure that facilities are available for the projected growth. The Plan's development pattern has been formulated to help school districts cope with problems of locating new facilities. At a minimum, the development pattern can reduce transportation costs for school buses, and anticipate future school site needs and locations.

**Objective 1. To ensure adequate educational facilities, properly sized and located.**

**Policies 1.** Development shall be served by adequate educational facilities.

2. Future elementary and middle schools should be:

- (a) centrally located within or adjacent to residential neighborhoods and within the projected attendance area to minimize walking distances;
- (b) located to minimize the number of students who would have to cross a major street to reach the school;
- (c) located with direct access to an existing or planned Collector or Minor Arterial street, as well as direct or indirect access to a second road; and
- (d) conveniently and safely accessible by pedestrians and bicyclists.

3. Future high schools should be sited:

- (a) directly on a Minor Arterial or larger street as well as directly or indirectly on a secondary road;
- (b) in residential or commercial areas depending on access, noise, safety and other considerations.

4. Wherever possible, schools and local parks should be adjacent.

5. In planning school sites, the County shall allow the following approximate areas for school sites:



## **PUBLIC FACILITIES (cont.)**

### **Educational Facilities (cont.)**

#### **Policies**

(cont.)

- (a) Elementary schools - 10 acres;
- (b) Junior high schools - 20 acres; and
- (c) High schools - 40 acres.

#### **Implementation**

1. School District Review. The County shall continue to forward all development proposals to the school districts for review with regard to school capacity, generation rates, and potential school sites. (Planning)
2. Project Review. Proposed residential development(s), or zoning reclassification(s) to allow residential development, shall not be approved if it is documented by the school district to the Planning Commission/Board of Supervisors that adequate school facilities cannot be made available concurrently with the need for such facilities. This documentation shall require all of the following:
  - (a) That the school district has imposed all school mitigation fees pursuant to Government Code Section 53080 or equivalent mitigation measures not otherwise prohibited by statute;
  - (b) That the school district has filed a current copy of its School Facilities Plan with the Community Development Department;
  - (c) That each school district's School Facilities Plan accurately documents its existing facilities, provides future school facilities projections, both short and long term, and demonstrates the use of the current and projected revenues which are anticipated to meet those needs;
  - (d) That the School Facilities Plan also documents the district's reasonable good faith efforts to seek all available funding, without substantial prejudice to the district's reasonable historical educational standard(s), and a current representation regarding the prospects for seeking and/or obtaining funds in the reasonably foreseeable future; and
  - (e) That the school district has filed any and all amended School Facilities Plan(s) with the Community Development Department within thirty (30) days after their adoption. (Planning)



## **PUBLIC FACILITIES (cont.)**

### **Educational Facilities (cont.)**

#### **Implementation**

(cont.)

3. School Site Review and Reservation. The County shall continue to review proposed school sites within a proposed development project for consistency with the General Plan and the needs of the appropriate school district. Selected school sites meeting General Plan and district requirements should be reserved within the plan. (Planning)
4. Funding. The County shall cooperate with school districts in establishing school funding mechanisms. (Planning)

### **3. LIBRARY FACILITIES AND SERVICES**

The availability and accessibility of uncensored information, data, and knowledge found in books, magazines, and other communication media are essential to the strength of an open, free, and democratic society. Library services are important in providing for a well informed and knowledgeable public. Most library facilities in the County are provided by the Stockton-San Joaquin County Library System. The City of Lodi has its own library. With the expected increase in population in the next decade, and the limitations of public funds, the major challenge for the library system will be to continue to provide the existing level of service to its patrons. In order to keep pace with increased demands, the library system will require expansions to existing branch libraries and the development of new branch libraries in the growing urban centers.

**Objective 1. To provide adequate public library facilities and services.**

- Policies**
1. Where possible, new libraries should be located adjacent to a neighborhood or community commercial area or other location where a large number of people naturally gather.
  2. Libraries should be located for convenient motorized and non-motorized access and should be served by public transit lines if available.
  3. Branch libraries should be considered in urban communities projected to have at least 10,000 people. Space requirements should be generally based on .5 square feet per capita with a minimum sized facility of 5,000 square feet.
  4. Those urban communities not served by branch libraries should be served by bookmobiles.

#### **Implementation**

1. Library Facilities Master Plan. The Library Facilities Master Plan shall be regularly updated. New branch libraries are recommended in the northwest and northeast areas of Stockton. A larger branch, which will serve both southeast and southwest Stockton is recommended for South Stockton. New libraries are recommended for Lathrop and Lockeford when the

## **PUBLIC FACILITIES (cont.)**

### **Library Facilities and Services (cont.)**

#### **Implementation**

(cont.)

population reaches 10,000. Expanded or replacement facilities should be considered for Manteca, Ripon, Escalon, and Linden. (Library)

2. Sites for Libraries. Sites for libraries shall be reserved as growth occurs. (Planning, Library)
3. Ongoing Needs Assessment The County shall continue to monitor the need for additional library services at existing branch libraries and by the bookmobiles. (Library)

## **4. SOCIAL CARE FACILITIES**

San Joaquin County plays an active role in assisting its dependent population, which can be defined as those who are children, infirm, elderly, mentally ill or indigent. An important aspect of this role is the administration and coordination of social care facilities. Some of these facilities, such as the County Hospital and the Mary Graham Children's Shelter, are directly operated by the County. Many other human service programs are run by private, non-profit organizations, often with County support.

The following policies respond to the changing social conditions which can be expected to occur during the planning period. Among the most important changes to be addressed are the growing proportion of elderly residents, the increased number of dependent children and the rising incidence of homelessness and mental illness.

**Objective 1. To ensure adequate social services and facilities, and access to them.**

- Policies**
1. The County shall continue to provide essential human services directly when it is not possible or cost effective for other community agencies to provide such services.
  2. The County shall continue to be a primary provider of health services through the County Hospital and its' programs.
  3. The County shall work with social services providers to ensure coordination between the various public and private agencies and organizations and to avoid duplication of services.
  4. The County shall support community organizations that help needy people take advantage of the social services in the County.
  5. The County shall seek to improve transportation services for the elderly, physically impaired, and needy from out-lying areas to health care and social services.

## **PUBLIC FACILITIES (cont.)**

### **Social Care Facilities (cont.)**

#### **Policies**

(cont.)

6. The County shall encourage the use of public facilities, schools, churches, community centers, and space within other facilities for child and adult care services.
7. The County shall encourage the development of child care facilities within commercial and industrial land use designations as well as in residential areas.

#### **Implementation**

1. Needs Assessment. The County shall periodically conduct, or assist another agency in the conduction of, a comprehensive assessment of the human service needs of its dependent residents and determine improvements needed in the provision of services. (Human Services)
2. Social Service Improvement. In accord with the needs assessment the County shall work to improve social services, either directly or by assisting other agencies. (Human Services)
3. Social Care Information Program. The County shall support a central information and referral service which lists and provides information of all the County social services agencies including their location, services provided, and eligibility requirements. (Human Services)



### F. TRANSPORTATION

#### 1. TRANSPORTATION SYSTEM DESIGN AND MANAGEMENT.

The transportation system consists of a variety of modes for transporting people and goods; air, rail, water, automobile, bicycle and pedestrian traffic all interact to encompass the County transportation network (Figure IV-4). Changes which impact upon one of these transportation modes are likely to cause spillover effects throughout the entire transportation network. As a result, each mode must be assessed as part of a comprehensive and interdependent system of roads, railways, bikeways, and air corridors. Health, safety and environmental concerns associated with each mode must be addressed, in addition to conventional measures of traffic system adequacy, such as level of service and road capacities. The automobile, the major transportation mode, is also the major source of air pollution. Decreased automobile trips, through promotion of ride-sharing and alternative transportation modes is essential.

Transportation Systems Management (TSM) programs are intended to encourage the most efficient use of existing transportation corridors during peak hour commute periods. TSM recognizes that large scale investments in highway and transit facilities are often limited by financial constraints as well as adverse community and environmental constraints.

TSM programs typically attempt to reduce the portion of the commute traffic that rides alone in an automobile by encouraging ridesharing (carpooling and vanpooling), the use of transit such as buses and rail, and other forms of nonautomotive commute such as bicycling and walking. TSM programs also try to shift some of the peak hour commute trips to off-peak periods of the work day through the use of flex time work arrangements, which allow employees to arrive and leave at different times during the day and/or to work nine- or ten-hour days.

Finally, because transportation problems and issues rarely correspond to jurisdictional boundaries, cooperation between cities, counties, the state government and transportation providers is an essential element of effective transportation planning. Since the County's circulation system is part of a larger, area wide network of transportation modes, its functioning will impact upon and will be affected by circulation patterns in adjoining areas. The potential for negative spillovers can be minimized through mutual cooperation on behalf of those involved in transportation planning.

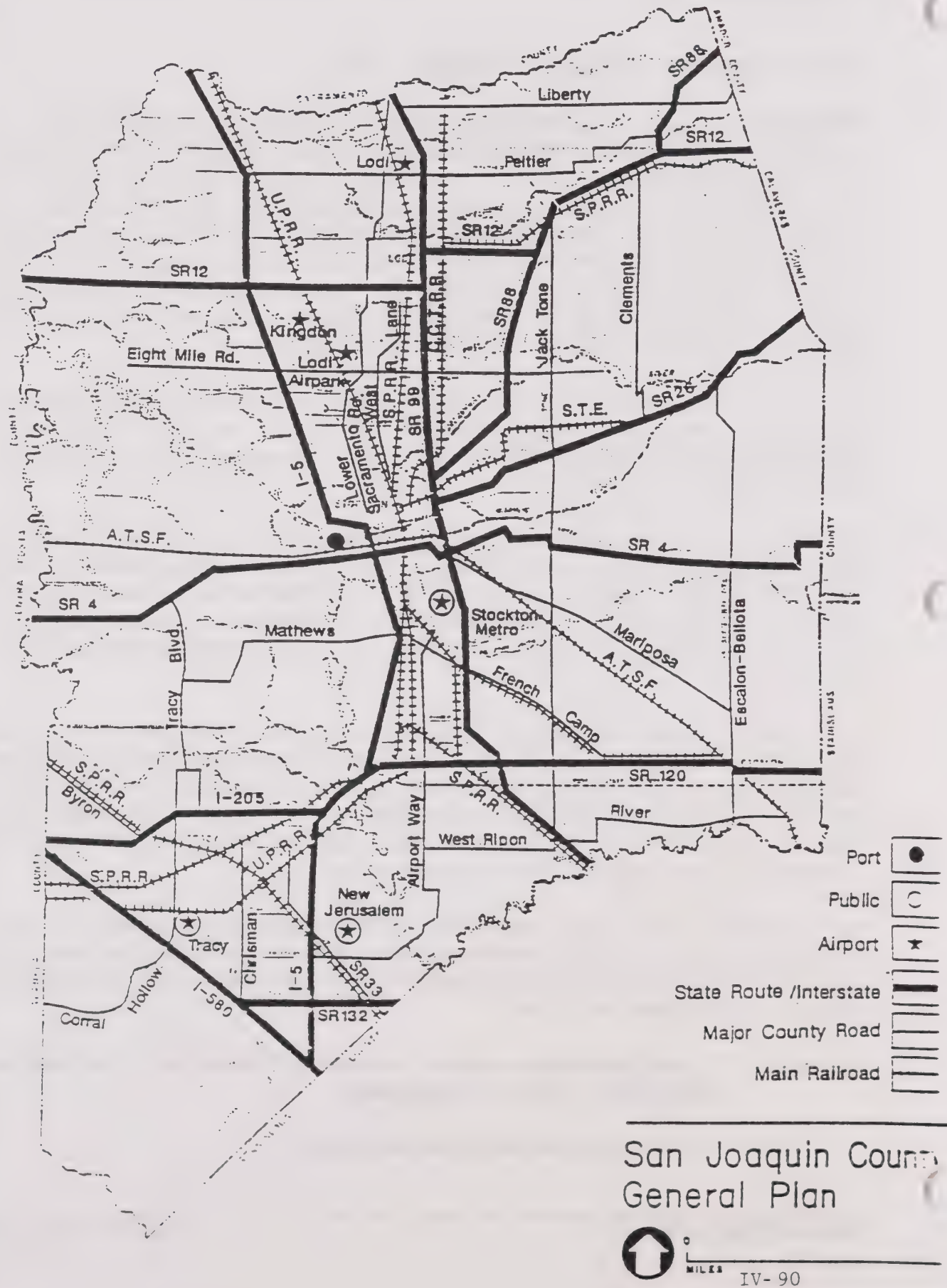
The San Joaquin County Council of Governments (COG) is the regional transportation planning agency in the County. The County's objectives and policies for transportation are intended to be consistent with those from the Regional Transportation Plan prepared by COG. Additional policies regarding air quality issues are found in the Air Quality section of Chapter VI.

**Objectives 1. To meet transportation needs of residents and business with a well-coordinated, efficient, multimodal transportation system.**

**2. To reduce transportation impacts on air quality.**



Figure IV-4 MAJOR TRANSPORTATION FACILITIES



San Joaquin County  
General Plan



0  
MILES

IV-90

## TRANSPORTATION (Cont.)

- Policies**
1. The County shall plan, develop, and coordinate transportation facilities on a regional basis.
  2. The County shall make optimum use of existing transportation facilities.
  3. Safety of transportation systems shall be promoted.
  4. Transportation modes shall be coordinated with one another.
  5. The County shall support the reduction of dependency on the automobile and the reduction of automobile trips.
  6. To reduce peak-hour traffic congestion, the County shall support alternative forms of commuting, such as transit, car and vanpooling, the use of High Occupancy Vehicle (HOV) lanes, bicycling, and walking.
  7. Transportation systems shall be designed to conserve energy resources and minimize air pollution.
  8. Development shall provide transportation system improvements necessary to serve the development.

## Implementation

1. Regional Transportation Plan. The County shall continue to participate in and support the transportation planning efforts of the Council of Governments. (Public Works, Planning, Airport)
2. Interregional Transportation. The County shall work to improve transportation to Northern California, including the Bay Area and Sacramento; to Southern California; and out-of-state. (Public Works, Airport)
3. Transportation Projects. In reviewing transportation improvements, the County shall give a high priority to those projects that are designed to improve the safety of existing facilities. The County shall encourage Caltrans to investigate the possibility of constructing high occupancy vehicle (HOV) lanes along congested commute corridors in the County, in lieu of constructing additional facilities for single-occupant vehicles. (Planning)
4. Air Quality Management. To reduce air pollution, the County shall participate in programs to decrease use of single occupant automobiles. (Public Works, Planning)
5. Promotion of Transportation Issues. The County shall promote coordinated transportation planning and provide public information regarding transportation issues. (Public Works)

## **TRANSPORTATION (Cont.)**

### **Transportation System Design and Management (cont.)**

#### **Implementation**

(cont.)

6. Transportation System Management. The County shall prepare and adopt a Transportation System Management plan and implementing ordinance. The ordinance shall require all existing and new large employers in the County to prepare a TSM program in order to reduce their peak-hour auto traffic. (Public Works, Planning)

## **2. TRANSPORTATION COORDINATION WITH LAND USE**

Transportation planning and land use planning go hand-in-hand. Transportation systems need to provide reasonable service to places where people want to go--employment centers, cultural and civic centers, residential areas, recreational facilities, etc. Transportation of goods must be available for industry.

The routing and level of service must be designed to serve the land uses. At the same time, land planning should promote development that is compatible with and supports the transportation system. Higher density uses, for example, along public transit routes promote the use of public transit; industrial uses around the airport are compatible with aviation noise and may stimulate activity at the airport; warehousing and distribution facilities near highway interchanges enable easier movement on and off the highway and minimize heavy truck traffic and noise effects on other land uses. The San Joaquin County transportation system and land use plans have been developed with these relationships in mind.

#### **Objective 1. To coordinate transportation and land use planning.**

- Policies**
1. The transportation system shall support the attainment of desired land use patterns.
  2. Transportation improvements shall be scheduled to coordinate with land use development and transportation demand. Transportation investments and service capacity shall be planned to correspond to the development and travel demand identified by plans of local communities.
  3. Transportation needs and access shall be considered when locating land uses.
  4. High density and commercial development shall be supported next to inter-modal transit facilities.
  5. Employment centers and commercial areas shall be planned in close proximity to residential areas to reduce transportation distances.
  6. Land use planning shall promote the use of public transit, bicycles, and other alternatives to the personal automobile.



## TRANSPORTATION (Cont.)

### Transportation Coordination with Land Use (cont.)

#### Policies

(cont.)

7. The County shall minimize social and economic disruptions to communities from the transportation system.
8. The County shall support fair compensation and replacement of housing and community facilities to those whose lives are disrupted by new transportation facilities.

#### Implementation

1. Special Purpose Plan. A Special Purpose Plan shall be required wherever a plan is needed to establish the circulation for a local area or to establish the future alignment and right-of-way for a roadway. (Planning, Public Works)
2. State Routes. The County shall work with Caltrans to ensure adequate State highway facilities, coordinated with land uses and local circulation. (Planning, Public Works)

### 3. ROADWAYS

The County's road network is the backbone of the transportation system, used for automobile, bicycle, transit, pedestrian, and freight movement. With three interstate highways and eight State routes, the County is well-served by regional facilities and well-connected to other communities. This access is one reason why San Joaquin County is expected to grow significantly during the planning period to the year 2010. The network enables workers to commute to jobs in the Tri-Valley area to the west and to Sacramento to the north. At the same time, the network provides businesses with convenient access to a number of major markets.

The growth in commuters is already creating a strain on the capacity of the roadways, and the system will fail to function adequately by 2010 without substantial improvements. Even with an effective transportation system management program to make efficient use of the County's facilities and reduce traffic volumes, it is essential that San Joaquin County plan for improvements that will increase capacity and correct operational and/or safety problems.



## TRANSPORTATION (Cont.)

### Roadways (cont.)

#### ROADWAY IMPROVEMENTS

In order to accommodate the growth that is forecast in the County between now and the year 2010, numerous roadway improvements will be required. This section identifies the most important improvements that must be made to the County's major arterials, expressways, and State and Federal freeways to retain or achieve the planned level of service, based upon the results of the County's transportation computer model runs, documented in the Final EIR for the County General Plan 2010 (May 1992) and the Mountain House Master Plan and its Final EIR (September 1994). In addition to these roadway improvements, many transit- and rail-related improvements are also included in this General Plan, as identified in later sections of this chapter.

##### Interstate Freeway and State Route Improvements

The most important, and costly, roadway improvements that must be implemented in San Joaquin County to serve new planned growth over the next 20 years are the addition of lanes and accompanying interchanges to the Federal interstate freeways that crisscross the County and join it to other large metropolitan regions such as Sacramento and the San Francisco Bay Area (Table IV-6). Implementation of these major improvements will rely on significant funds provided by the State of California through its State Transportation Improvement Program (STIP) and recently passed state bond measures. Many of these needed freeway improvements have already been identified by the San Joaquin Council of Governments and have been included in their Regional Transportation Plan (RTP). Freeway interchanges, existing and planned, are shown in Figure IV-5.

Table IV-6 lists all of the planned state highway and freeway improvements, as well as the additional lane widenings which would be required to serve projected twenty-year growth in the seven cities and the County (including the two new communities). As the table indicates, there are approximately \$530 million in planned Caltrans Improvements, with another \$285 million in improvements required to serve additional growth in each of the jurisdiction's General Plans. Approximately \$170 million of the total \$815 million in identified improvements represents existing deficiencies on the state facilities; the remaining costs are attributed to planned growth in the cities and County.

##### Arterial Improvements

Table IV-7 lists the improvements to major arterials in the urban areas of San Joaquin County, which will be required to support the amount of growth that is projected under this General Plan, as well as address the current deficiencies on already congested roadways. Most of these roadway improvements are already included in the respective city General Plans and may already be planned or funded by the cities in adopted capital improvement programs. Many of the improvements involve the widening of existing two-lane roads into four-lane arterials.

Figure IV-5

TRANSPORTATION(Cont)

Roadways (cont.)

TABLE IV-6  
FREEWAY AND STATE ROUTE IMPROVEMENTS REQUIRED BY THE 2010 GENERAL PLAN

ROAD SECTION	EXISTING (1990) LANES	CURRENT LY PLANNED LANES (LOS) <sup>1</sup>	TOTAL LANES NEEDED BY 2010 (LOS) <sup>2</sup>	COST OF PLANNED LANES (MILLIONS OF DOLLARS) <sup>3</sup>	COST OF ADDITIONAL LANES (MILLIONS OF DOLLARS) <sup>4</sup>	TOTAL COST (MILLIONS OF DOLLARS)	COMMENTS <sup>5</sup>
<u>I-5</u>							
I-205 to SR 120	8	10(F)	12(D)	\$ 4.4	\$ 3.7	\$ 8.1	RTP Project to expand to ten lanes
Construct freeway-to-freeway interchange at SR 120 <sup>6</sup>	--	--	--	40.0 <sup>+</sup> <sup>7</sup>	--	40.0 <sup>+</sup>	Not in RTP
SR 120 to Roth	6	6(F)	8(D)	--	28.7	28.7	Not an RTP Project
Roth Road to Eight	6	6(F)	8(D)	--	12.0	12.0	Not an RTP Project
Eight to Benjamin Holt	6-8	8(F)	10(D)	14.0	16.0	30.0	Partially in RTP
Benjamin Holt to Eight Mile	6	8(F)	8(D)	9.2	--	9.2	Not an RTP Project
Reconstruct March, Hammer, Otto, and Benjamin Holt Interchanges	--	--	--	35.0 <sup>+</sup> <sup>7</sup>	--	35.0 <sup>+</sup>	
Complete interchange at SR 12	--	--	--	5.0 <sup>+</sup> <sup>7</sup>	--	5.0 <sup>+</sup>	
SR 12 to Sacramento County	4	4(F)	6(D)	--	23.2	23.2	Not an RTP Project
<u>I-205</u>							
Alameda County to I-5	4	6(F)	8(D) <sup>14</sup>	48.4 <sup>8</sup>	13.0	61.4	Number 1 project in RTP (six lanes)
<u>SR 99</u>							
Ripon to SR 120	4	6(F)	8(D)	35.0	16.3	51.3	Six lanes funded in STIP
SR 120 to Mariposa	4	4(F)	6(C)	21.6	--	21.6	RTP Project
Fremont to Eight Mile (including interchanges)	4-6	6-8(F)	6-8(D)	125.0 <sup>9</sup>	--	125.0	Stockton Route 99 segment study estimate
Turner to Sacramento County	4	4(F)	6(D)	--	20.0	20.0	
<u>SR 4</u>							
Cross Town Freeway (Stockton)	0	6(F)	8(D)	\$ 40.0	\$ 8.0	\$ 48.0	Six lanes funded in STIP
Fresno to Roberts	2	2(F)	4(C)	--	2.4	2.4	
Woodsbro to Jones	2	2(E)	4(C)	--	6.5	6.5	
Tracy Boulevard to Contra Costa County line	2	2(E)	4(C)	5.0	--	5.0	
Jack Tone to Farmington	2	4(C)	4(C)	5.0	--	5.0	
<u>SR 12</u>							
Sacramento County line to I-5 <sup>12</sup>	2	2(F)	4(C)	--	29.0	29.0	
I-5 to Ham	2	4(D)	4(D)	3.0	--	3.0	RTP Project



# TRANSPORTATION(Cont)

## Roadways (cont.)

ROAD SECTION	EXISTING (1990) LANES	CURRENT LY PLANNED LANES (LOS) <sup>1</sup>	TOTAL LANES NEEDED BY 2010 (LOS) <sup>2</sup>	COST OF PLANNED LANES (MILLIONS OF DOLLARS) <sup>3</sup>	COST OF ADDITIONAL LANES (MILLIONS OF DOLLARS) <sup>4</sup>	TOTAL COST (MILLIONS OF DOLLARS)	COMMENTS <sup>5</sup>
I-5 to SR 99	2	4(D)	4(D)	10.0	--	10.0	
West of SR 88	2	2(E)	4(C)	1.4	13.0	14.4	RTP Project (upgrading)
<u>R 26</u>							
Jack Tone to Duncan	2	2(E)	4(C)	--	8.2	8.2	
SR 99 to White Lane	2	2(F)	4(C)	--	4.3	4.3	
<u>SR 88</u>							
Junction SR 12 to Liberty	2	4(F)	6(D)	6.7	6.7	13.4	
SR 99 to Ashley Lane	2	4(F)	6(C)	4.8	4.8	49.6	
Lockeford Bypass <sup>11</sup>	0	2(D)	2(D)	30.0 <sup>7</sup>	--	30.0 <sup>+</sup>	Partially funded RTP Project
SR 88/12 to Amador County	2	2(F)	4(C)	1.9	--	1.9	Not an RTP Project
<u>SR 120</u>							
SR 99 to Jackson Avenue (Escalon bypass)	0	2(F)	4(C)	30.0 <sup>10</sup>	32.6	62.6	RTP Project for 2-lane expressway only
I-5 to SR 99 (Manteca bypass)	2	6(D)	6(D)	46.1	--	46.1	RTP Project
<u>SR 132</u>							
I-5 to Stanislaus County	2	4(D)	4(D)	10.0	--	10.0	RTP Project
Totals				\$ 529.4	\$ 309.0	\$ 838.4 <sup>13</sup>	

<sup>1</sup> These are already planned (but not necessarily funded) freeway and highway improvements that are assumed to be built within the 20-year planning period. Almost all of these planned improvements are included in the 1990 San Joaquin County Regional Transportation Plan, a 20-year planning document, or in the State Transportation Improvement Plan, funded by Caltrans over a seven-year planning period. Levels of Service (LOS) are shown in parentheses.

<sup>2</sup> Improvements required by Draft General Plan to maintain current LOS D standard in 2010. This assumes a five percent reduction in peak hour traffic due to travel demand management and public transit improvements. Further traffic reductions may avoid the need for some of these improvements.

<sup>3</sup> Cost estimates prepared for the San Joaquin County RTP by the San Joaquin County Council of Governments, for the STIP by Caltrans, and by San Joaquin County Community Development Department. Does not include any extraordinary right-of-way acquisition costs.

<sup>4</sup> DKS Associates planning level cost estimates in current (1991) dollars. Does not include right-of-way acquisition costs.

<sup>5</sup> San Joaquin County RTP (Regional Transportation Plan), 1990; State Transportation Improvement Program, 1990.

<sup>6</sup> Hypothetical project involving flyover ramp(s) at SR 120. No studies or cost estimates have been done.

<sup>7</sup> These are order-of-magnitude costs or rough allowances and not based on any studies.

<sup>8</sup> Preliminary Caltrans estimate from I-205 Project Study Report.



## TRANSPORTATION(Cont)

### Roadways (cont.)

- <sup>9</sup> Cost based on Stockton Route 99 Freeway Segment Study, 1991. Includes cost of improvements to all intervening interchanges.
- <sup>10</sup> Assumes San Joaquin portion of two-county project (total cost of \$70 million).
- <sup>11</sup> Assumes a new alignment for SR 88 bypassing both Lockeford and Clements to the south. A short bypass around Lockeford only is included in the RTP. This cost estimate may be low.
- <sup>12</sup> Widening of SR 12 through the Delta may be difficult due to unstable soils.
- <sup>13</sup> This rough estimate includes the cost of all State facilities needed to correct existing deficiencies as well as General Plan growth to 2010.
- <sup>14</sup> As of September 1994 I-205 was being planned for widening only to 6 lanes.

Source: DKS Associates, Travel Demand Model, San Joaquin County Community Development Department. (revised October, 1992) (revised September 1994 as a result of the Mountain House Master Plan analysis)

**TRANSPORTATION (Cont.)**  
Roadways (cont.)

A very preliminary total cost estimate has been prepared for the improvements required in all of the jurisdictions based upon a standard cost per mile of upgraded arterial roadways. This total cost estimate (\$500 to \$600 million) may not reflect extraordinary costs due to right-of-way acquisitions or other environmental problems. The arterial road improvements listed in Table IV-7 would be required to retain a Level of Service C on all roadways except in the Stockton area, where a LOS of D would be acceptable, by city policy, and on selected road segments in Mountain House.

In addition to the following policies, many of the bicycle policies are applicable to roadways.

**Objective 1. To provide a roadway system that satisfies the needs in San Joaquin County for safe, efficient, convenient and reliable vehicle movement of people and goods through and within the County.**

- Policies**
1. The County shall plan for a road system of adequate capacity and design to provide reasonable and safe access by vehicles with minimum delay. The road system shall be based on a functional classification and shall contain the following types of roads:
    - (a) Freeway, designed as the primary facility for intercity and regional traffic.
    - (b) Expressway, designed for high speed intercommunity traffic between important centers of activity or employment; may be a two lane undivided roadway in rural areas or a multi-lane divided roadway in urban areas. Access in areas of development should be limited to freeways, arterials, and rural roads.
    - (c) Major Arterial, designed: 1) as the highest type of road carrying local traffic within urban communities, providing access routes to shopping areas, places of employment, community centers, recreational areas, and other places of assembly and freeways; and 2) as a principal carrier of traffic between communities, providing access routes to places of employment, recreation areas, and freeways. Access should be limited to that from commercial and industrial areas and should generally be no closer together than one-quarter mile.
    - (d) Minor arterial, designed as a secondary type of facility carrying local through traffic to areas similar to those served by Major Arterials and feeding the Major Arterials. Access should be limited to that from commercial, industrial, and multi-family properties.
    - (e) Collector, designed to provide principal access to residential areas or to connect streets of higher classifications to permit adequate traffic circulation.

**TRANSPORTATION (Cont.)**  
Roadways (cont.)

**Policies**  
(cont.)

**TABLE IV-7**  
**MAJOR ARTERIAL IMPROVEMENTS**  
**NEEDED BY THE YEAR 2010 (1)**

<u>ROADWAY</u>	<u>IMPROVEMENT PROJECT/LOCATION</u>
<b>STOCKTON AREA:</b>	
Airport Way	Widen to 6 lanes - Fremont to French Camp
Arch/Sperry (2)	Construct/widen to 6 lanes - French Camp to SR 99
Arch Road	Widen to 6 lanes - SR 99 to Frontier
Arch Road	Widen to 4 lanes - Frontier to Austin
Benjamin Holt (3)	Widen to 6 lanes - I-5 to Cumberland
Brookside	Widen to 4 lanes - Pershing to Pacific
Cherokee (3)	Widen to 4 lanes - SR 99 to diverting canal
Eight Mile Road	Widen to 6 lanes - I-5 to Sr 99
Eight Mile Road	Widen to 4 lanes - west of I-5 and east of SR 99
Eighth Street	Widen to 4 lanes - Fresno to I-5
Eighth Street (3)	Widen to 4 lanes - Sacramento to B Street
El Dorado	Widen to 6 lanes - Fourth to Ash
El Dorado	Widen to 6 lanes - Fulton to Robinhood
Farmington Road (3)	Widen to 4 lanes - Mariposa to Gillis
Filbert Street (3)	Widen to 4 lanes - Poplar to Miner
Fremont Street (3)	Widen to 4 lanes - I-5 to El Dorado
Fremont Street	Widen to 4 lanes - Stanislaus to SR 99
French Camp Road	Widen to 6 lanes - I-5 to Arch/Sperry
French Camp Road	Widen to 4 lanes - Manthey to I-5
Hammer Lane (3) (4)	Widen to 8 lanes - I-5 to Meadow
Hammer Lane	Widen to 4 lanes - Meadow to El Dorado
Hammer Lane (3) (4)	Widen to 10 lanes - El Dorado to Tam O'Shanter
Hammer Lane	Widen to 6 lanes - Tam O'Shanter to east of SR 99
Holman Road	Widen to 4 lanes - McAllen to March
Holman Road	Construct 6 lanes - March to Eight Mile
Industrial Drive	Widen to 4 lanes - McKinley to Airport Way
Lower Sacramento Road	Widen to 6 lanes - Pacific to Hammer
Lower Sacramento Road (3)	Widen to 8 lanes - Hammer to Ponce de Leon
Lower Sacramento Road	Widen to 6 lanes - Ponce de Leon to Eight Mile
Main Street (3)	Widen to 4 lanes - SR 99 to Cardinal
March Lane (3)	Widen to 10 lanes - I-5 to El Dorado
March Lane (3)	Widen to 8 lanes - El Dorado to West Lane
Mariposa Road (3)	Widen to 4-6 lanes - SR 99 to Munford
Mariposa Road	Widen to 4 lanes - Charter Way to East SR 99 frontage
Pacific Avenue (3)	Widen to 6 lanes - Alpine to Bianchi
Pershing Avenue (3)	Widen to 6 lanes - Harding to Country Club

**TABLE IV-7 (cont.)  
MAJOR ARTERIAL IMPROVEMENTS  
NEEDED BY THE YEAR 2010 (1)**

<u>ROADWAY</u>	<u>IMPROVEMENT PROJECT/LOCATION</u>
Pershing Avenue	Widen to 4 lanes - Lincoln to Thornton
Rosemarie (3)	Widen to 4 lanes - Pacific to McGaw
Thornton Road	Widen to 4 lanes - DeVries to Eight Mile
Thornton Road	Widen to 6 lanes - Eight Mile to Davis
Thornton Road	Widen to 8 lanes - Davis to Hammer
Union	Widen to 4 lanes - French Camp Road to Roth Road Extension
Waterloo Road	Widen to 4 lanes - Wilson to Harding
Waterloo Road	Widen to 6 lanes - Harding to Cherokee
Weber Avenue	Widen to 4 lanes - I-5 to El Dorado
West Lane	Widen to 8 lanes - Eight Mile Road to Calaveras River
West Lane	Widen to 6 lanes - Calaveras River to Harding Avenue
<b>LODI AREA:</b>	
Widen the following arterials to 4 lanes:	
Armstrong	West Lane to SR 99
Cherokee	Almond to Century
Harney	Lower Sacramento Road to SR 99
Kettleman Lane	SR 99 to Guild
Lodi Avenue	Cherokee to Guild
Lower Sacramento Rd.	Eight Mile Road to SR 12
Lower Sacramento Rd.(3)	SR 12 to W. Lockeford (need 6 lanes)
Lower Sacramento	W. Lockeford to Peltier
Lower Sacramento Rd.(3)	Peltier to Sacramento County line
Sergeant Road	Lower Sacramento Rd. to west of Lower Sacramento Rd.
Stockton Street	Kettleman Lane to Harney
Turner Road	Stockton Street to Guild
Turner Road	Mills to Woodhaven
West Lane (3)	Eight Mile to Harney (needs 6 lanes)
<b>LOCKEFORD AREA:</b>	
Widen the following arterial to 4 lanes:	
Old SR 88/12 (3)	South of Lockeford to Junction SR 88/12
<b>THORNTON AREA:</b>	
Widen the following arterial:	
Walnut Grove Road (3)	I-5 to Sacramento County line (4 lanes)



**TABLE IV-7 (cont.)**  
**MAJOR ARTERIAL IMPROVEMENTS**  
**NEEDED BY THE YEAR 2010 (1)**

<u>ROADWAY</u>	<u>IMPROVEMENT PROJECT/LOCATION</u>
<b>MANTECA/LATHROP AREA:</b>	
Widen the following arterials to 4 lanes:	
Airport Way	French Camp Road to Woodward
Austin Road	Lathrop Road to Moffatt
Center Street	Union to Fremont Street
Cottage	Lathrop Road to Louise Avenue
Cottage (3)	Louise to Yosemite
Crestwood	Northgate to Lathrop Road
Industrial	Main street to Spreckels
Lathrop Road	I-5 to Austin Road
Louise Avenue	West of SR 99 to Austin Road
Louise Avenue	I-5 west of Union
Main Street	Woodward to SR 120
Main Street	SR 120 to Yosemite Avenue
Main Street	Yosemite to Northgate (needs 6 lanes)
Woodward	McKinley to Moffatt
Yosemite	Airport to SR 99
Yosemite (old SR 120)	SR 99 to North Ripon Road
<b>TRACY AREA:</b>	
Byron Road	Widen to 4 lanes - Alameda County to Patterson Pass Road
Byron Road	Widen to 4-6 lanes - Patterson Pass to Wicklund Road
Byron Road	Widen to 4 lanes - Wicklund to Grant Line Road
Central Avenue	Construct/widen to 4 lanes - 11th Street to Tracy Blvd.
Corral Hollow Road	Widen to 4 lanes - Kavanaugh to Grant Line Road
Corral Hollow Road	Widen to 6-8 lanes - Grant Line Road to Schulte Road
Corral Hollow Road	Widen to 4 lanes - Schulte Road to Valpico
Eleventh Street (5)	Widen to 6 lanes - I-205 to I-5
Grant Line Road	Widen to 4 lanes - Alameda County to Byron Road
Grant Line Road (3)	Widen to 4 lanes - Byron Road to Lammers Rd.
Grant Line Road (3)	Widen to 10 lanes - Lammers to west of Corral Hollow Rd.
Grant Line Road	Widen to 6 lanes - Corral Hollow to w/or Corral Hollow Rd.
Grant Line Road	Widen to 4 lanes - Corral Hollow Road to Tracy Blvd.
Grant Line Road (3)	Widen to 6 lanes - Bird to Eleventh Street
MacArthur Drive	Widen to 6 lanes - I-205 to Grant Line road
MacArthur Drive	Widen to 4 lanes - Valpico to Third Street

**TRANSPORTATION (Cont.)**  
Roadways (cont.)

**Policies - Notes**  
(cont.)

Patterson Pass Road	Widen to 6 lanes - Byron Road to Main Street
Patterson Pass Road	Widen to 4 lanes - Main Street to Central Parkway
Patterson Pass Road	Widen to 8 lanes - Central Parkway to I-205
Patterson Pass Road	Widen to 4 lanes - I-205 to I-580
Schulte Road (3)	Widen to 4 lanes - Lammers to Hansen
Tracy Boulevard	Widen to 4 lanes - Center Court to Valpico
Valpico	Widen to 4 lanes - Corral Hollow Road to Tracy Blvd.

**ROADWAY**

**IMPROVEMENT PROJECT/LOCATION**

**RIPON AREA:**

Widen following arterials to 4 lanes:

Main Street	Jack Tone road to Wilma
Jack Tone Road	SR 99 to Doak
Yosemite Road (old SR 120) (3)	French Camp to Van Allen

**ESCALON:**

Widen the following arterial to 4 lanes:

McHenry Avenue (3)	New SR 120 (Escalon Bypass) to Stanislaus County Line
Yosemite Road (old SR 120) (3)	Van Allen to Brennan
Yosemite Road (old SR 120) (3)	West of Escalon

**TOTAL COST:**

**approximately \$500-600 million (6)**

**NOTES:**

- (1) These improvements would be required in order to serve projected twenty year growth, with a Level of Service of "C", except within the Stockton area (LOS D) and on selected road segments in Mountain House, as designated in its Master Plan (LOS D). The growth is projected under the seven city general plans, and the County General Plan, with inclusion of the community of Mountain House.

These widenings assume that 5% of peak hour trips would be diverted to other alternative modes of transportation (transit, rail, ride sharing, TSM, etc.). If a greater diversion due to alternative transportation systems is achieved by 2010, fewer improvements would be required.

Some of these arterial road widenings may not be possible to construct due to lack of right-of-way, and other environmental or political obstacles.

Arterial roadways internal to new communities are not included in the table.

## TRANSPORTATION (Cont.)

### Roadways (cont.)

#### Policies - Notes

(cont.)

- (2) The portions of the new Arch/Sperry Road east of French Camp Road and near SR 99 would be on new alignment. This includes relocating the SR 99 interchange to the south.
- (3) These arterial widenings have not been previously planned by the cities or the County. Some of these widenings may not be possible.
- (4) This widening of Hammer Lane may not be possible. An alternative would be to widen Eight Mile Road, now assumed to be six lanes in 2010, to eight lanes.
- (5) A high-capacity 6 lanes by 6 lanes "urban interchange" is assumed for the junction of Eleventh Street (Business I-205) and Corral Hollow Road, and MacArthur Avenue is assumed to be realigned north of Monte Diablo/Third Street through to Grantline Road.
- (6) This cost figure is based upon separate estimates prepared by the Department of Public Works, DKS Associates, and Psomas & Associates.

## TRANSPORTATION (Cont.)

### Roadways (cont.)

#### Policies - Notes

(cont.)

- (f) Local Residential, designed to provide access to adjacent residential lots and to feed traffic to Collectors.
- (g) Local Commercial and Industrial, designed to provide access to adjacent commercial and industrial properties and to feed to Minor Arterials.
- (h) Rural Residential, designed to provide local access in rural residential areas.
- (i) Rural, designed to provide access in agricultural areas.

General alignments for Minor Arterials and higher classifications are shown on the General Plan 2010 Map. Table IV-8 presents standards and a description of each road. Roads carrying recreational traffic may require higher standards.

- 2. The road system design shall consider the function of each road and include an adequate number of roads, properly spaced and functionally related.
- 3. The use of freeways for local commute traffic within communities should be minimized.
- 4. Roadway improvements shall be coordinated with regional plans. Roadway improvements shall be guided by the countywide Regional Transportation Plan and Regional Transportation Improvement Plan Program, the Congestion Management Program, and the Measure K Strategic Plan Funding Program.
- 5. Variations in the alignment of designated roadways shall be considered in conformity with the Plan if the alignment does not result in traffic safety problems or reductions in needed capacity, does not constrain the proper development of contiguous properties, and does not conflict with or preempt other Plan-specified uses or facilities; or if the alignment is in conformance with an adopted Special Purpose Plan or Specific Plan.
- 6. Parcels to be developed in communities shown on the General Plan Map shall have frontage on roads built to County standards.
- 7. Development shall provide all right-of-way and on-site road improvements necessary to serve the development and mitigate off-site traffic impacts triggered by the development.



**TRANSPORTATION (Cont.)**  
Roadways (cont.)

**Policies**  
(cont.)

**Table IV-8**

**ROAD CLASSIFICATION AND STANDARDS**

	Right-of-Way	Number of Lanes	Access Control	Capacity (Vehicles/Day)	On-Street Parking
Freeway	225'	4-8	No intersections; fully controlled access	74,000-148,000	No
Expressway:					
Urban	110-202'	4-6	Controlled intersections and access; may be grade separated	35,000-55,000	No
rural	84'	2			
Major Arterial	110'-136'	4-6	Partially controlled intersections and access; at grade	35,000-45,000	No
Minor Arterial	84'-110'	4	Intersections at grade; partially controlled access	25,000	Yes
Collector	60'	2	Intersections at grade; driveway access	7,000	Yes
Local Residential	50'	2	Intersections at grade; frequent driveways	2,000	Yes
Local Commercial and Industrial	60'	2	Intersections at grade; driveway access	7,000	Discouraged
Rural Residential	50'	2	Intersections at grade; driveway access	2,000	Discouraged
Rural	50'	2	Intersections at grade; driveway access	10,000	Discouraged

**Note:** State standards which may be higher must be met on State Highways. Roads carrying recreation traffic may require higher standards. Standards are all minimums. Classifications and standards may be somewhat modified by a Master Plan for a new community.

## TRANSPORTATION (Cont.)

### Roadways (cont.)

#### Policies

(cont.)

8. On Minor Arterials and roadways of higher classification, the County shall maintain a Level of Service (LOS) no lower than "D" at all intersections and the following on the throughway:
  - (a) on State highways, LOS D.
  - (b) within a city's sphere of influence, LOS D, or LOS C when the city plans for that level of service or better.
  - (c) On Mountain House Gateways, as defined in the Master Plan, LOS D.
  - (d) on other roads, LOS C.
9. The Level of Service for a roadway shall be based on the average weekly peak-hour volume.

#### Implementation

1. Development Title. The Development Title shall include road standards and features characterized in Table IV-8. (Planning)
2. Project Review.
  - (a) The County shall require dedication and improvement of necessary on-site rights-of-way at the time of development, in accordance with the street classification shown in the General Plan 2010 Map and the road standards in Table IV-8. (Public Works)
  - (b) The County shall require off-site transportation improvements necessary to achieve and maintain to 2010 an acceptable Level of Service on roadways. (Public Works)
3. Traffic Studies. The County shall develop standards for traffic studies and require studies to determine needed road improvements. (Public Works)
4. Road Projects. Major County road projects shall include consideration of provision for bicycles and transit. Improvements to the arterial roads shall consider inclusion of transit/HOV priority treatment in their design. (Public Works, Planning)
5. Rights-of-Way Preservation. The County shall identify road rights-of-way needed by 2010 and ensure preservation of the rights-of-way by Special Purpose Plans or other means. (Public Works, Planning)
6. Traffic Mitigation Fees. The County shall establish and impose on new development traffic mitigation and road improvement fees. (Public Works)
7. Access-Operational Safety. The County shall establish and enforce access standards for driveways and other encroachments. On State highways, these standards shall be coordinated with Caltrans. (Public Works)
8. State Route Project Study Reports. If new State road rights-of-way or facilities are required by a project, the County shall request the preparation of a Project Study Report prior to

**TRANSPORTATION (Cont.)**  
Roadways (cont.)

**Implementation**  
(cont.)

development of the project. Where deficiencies in the freeway system are identified, Caltrans Project Study Reports (PSRs) shall be developed as needed. The PSRs should be prepared in accordance with the Measure K Strategic Plan Funding Program and conform to all Caltrans requirements. (Public Works)

9. Roadway Improvements. The County shall work toward the funding and construction, based on need, of the roadway improvements in Tables IV-6 and IV-7. (Public Works)

**TRANSPORTATION (Cont.)**  
Roadways (cont.)

**Implementation**  
(cont.)

**4. PUBLIC MASS TRANSIT**

Public mass transit includes buses and passenger rail. Transit service is critical to reduce traffic on roadways and to provide transportation to non-drivers. Its use instead of automobiles results in reduced air pollution and energy consumption. Transit can be particularly effective when planned for high travel corridors and when providing access to major traffic generators and attractors. Land use patterns which cluster employment areas facilitate transit use. Transit can be a major link in the circulation system when effectively coordinated with other modes of transportation, such as by the use of park and ride lots for commuters.

The major bus system in San Joaquin County is provided by Stockton Metropolitan Transit District (SMTD) in the Stockton area. Outside of Stockton each city provides some service, based on demand. The County itself offers services to the elderly and handicapped in the unincorporated areas (County Area Transit).

The SMTD also addresses the South County commuter traffic flow over the Altamont Pass with subscription bus service from Stockton to Lawrence Livermore Laboratory.

Amtrak provides passenger rail service to the County from the Bay Area and southern California.

The combination of strategic geographic location and multiple transportation corridors make San Joaquin County a strong candidate for development of an integrated system of regional and interregional rail and bus. The county has already taken a strong position in support of an integrated rail system that utilizes the Stockton area as a major station along a Los Angeles-Sacramento or Sacramento-San Francisco rail corridor. Railroad rights-of-way are shown in Figure IV-6.

The County needs to continue the existing strong support for future passenger rail facilities in San Joaquin County and work toward an integrated transit system that relies upon convenient and frequent intercity and intercounty bus service that will complement rail service.

In the short-term period (the 1990\_s), the goal of the County is to support the development of multi-modal rail stations in Stockton, Lodi, Manteca, and Tracy. In the initial phase, these multi-modal stations would house park and ride capabilities coupled with commuter bus and express bus service. During this period it is hoped that a passenger rail system would be developed along existing freight rail corridors that would eventually be upgraded to provide 79-mile-per-hour direct service to Sacramento and to the San Francisco Bay Area.

The goal for the short term is to develop a complementary bus system that would link all communities in San Joaquin County with fixed routes. This bus service would also be directly linked to airport and rail facilities. During the second half of the planning period (the first decade of the 21st century), the goal is to upgrade the rail service between the County and Sacramento, the Bay Area, and Los Angeles to competitive 125-mile-per-hour service along existing or new alignments. Within the County, rail service would offer a significant alternative for commuters. The ultimate goal for inter-regional rail is to construct a linked system that would provide very high speed (185 mph) service.

Bus service would continue to be expanded to provide access from the smaller outlying communities in the County and to link the intra-city transit systems. The multi-modal stations in each city of San Joaquin County would be upgraded to eventually provide cross-platform transfer capabilities whereby travelers could transfer



**TRANSPORTATION (Cont.)**  
Roadways (cont.)

**Implementation**  
(cont.)

from local to regional train/bus systems with a minimum of effort.

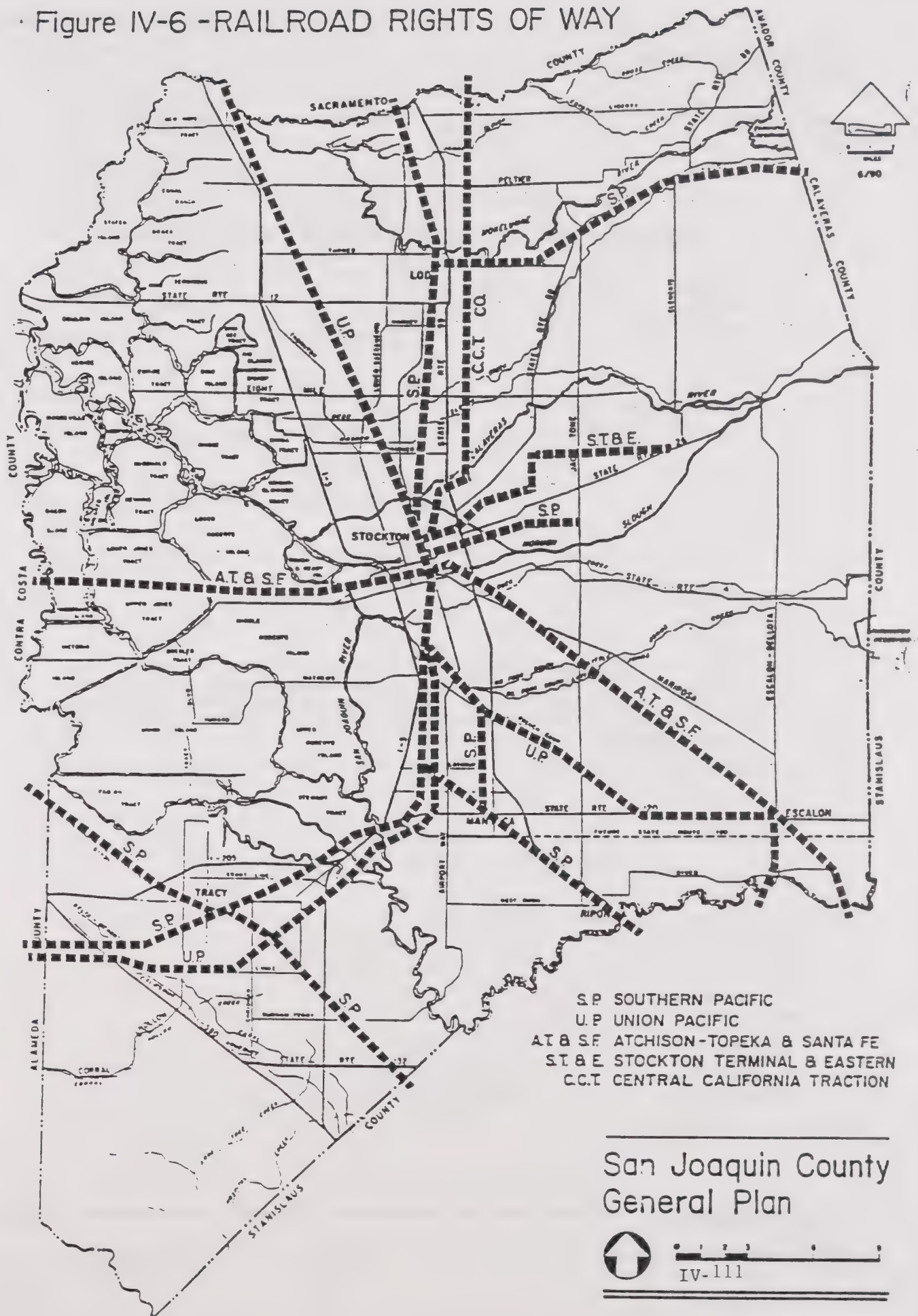
**TRANSIT IMPROVEMENTS**

Table IV-9 lists the transit improvements that are needed by the year 2010 proposed over the twenty year planning period. It should be noted that some of the cost estimates for future transit systems are very preliminary and are prorated for San Joaquin County's proportionate cost from larger area engineering studies and capital improvements programs.

Rail Service

It is anticipated that significant monies will become available in the short term for rail projects in San Joaquin County. These monies will come from allocations through the rail section of the State Transportation Improvements Program, from recently passed voter initiatives, and from the County-wide one-half cent sales tax for transportation improvements.

Figure IV-6 -RAILROAD RIGHTS OF WAY



**TRANSPORTATION (Cont.)**  
Roadways (cont.)

**Implementation**  
(cont.)

**TABLE IV-9**  
**PROPOSED TRANSIT IMPROVEMENTS THROUGH THE YEAR 2010**

<u>Transit Facility/Location</u>	<u>Cost <sup>(1)</sup> Millions</u>	<u>Comments</u>
<b>RAIL SERVICE:</b>		
<u>(79 MPH SERVICE)</u>		
Stockton-Sacramento	\$ 6.1	21 miles of track, w/o SP-ATSF connection
Stockton-Fresno	6.5	25 miles of track
Stockton-Oakland	<u>5.5</u>	17 miles of track
Sub-total	\$ 18.1	
<u>(110 MPH SERVICE)</u>		
Stockton-Sacramento	\$ 103.5	
Stockton-Fresno	<u>104.3</u>	
Sub-total	\$ 207.8	
<u>(125 MPH SERVICE)</u>		
Stockton-Sacramento	\$ 35.2	
Stockton-Fresno	47.0	
Stockton-Altamont	<u>70.0</u>	28 miles of track
Sub-total	\$ 152.2	
Sub-total: trackwork and structures for 125 mph	\$ 378.0	
6 stations	20.0	
8 train sets	10.0	
Operations and Maintenance	<u>130.0</u>	
<b>Total (125 mph Service)</b>	approximately \$538 million	

## TRANSPORTATION (Cont.)

### Public Mass Transit (cont.)

<u>Transit Facility/Location</u>	<u>Cost <sup>(1)</sup> Millions</u>	<u>Comments</u>
<u>185 MPH SERVICE</u>		
Stockton-Altamont	\$ 390.0	Trackwork and structures
16 train sets (systemwide)	25.0	
Operations and maintenance	<u>130.0</u>	
Sub-total	\$ 545.0	
<b>TOTAL - All rail</b>	<b>Approximately \$1.083 billion</b>	
<b>RANSIT</b>		
Countywide bus service	\$ 628.0	Assumes intra-city, inter-city, and inter-regional service
<b>GRAND TOTAL - 125 mph rail and bus</b>	<b>Approximately \$1.116 billion</b>	
<b>GRAND TOTAL - 185 mph rail and bus</b>	<b>Approximately \$1.711 billion</b>	

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#### Notes:

- (1) Cost estimates are in constant 1991 dollars. The cost estimates are very preliminary, and are taken from various sources, including prorating San Joaquin County's portion of larger rail system estimates. Sources include, for rail: AB 971 High Speed Rail Study (Parsons, Brinkerhoff, Quade & Douglas, Inc., June, 1990); for bus: SJC Council of Governments Transit Systems Plan (Parsons, Brinkerhoff, Quade & Douglas, Inc., April, 1992); and draft Measure K Strategic Plan (Parsons, Brinkerhoff, Quade & Douglas, Inc., April, 1992).
-



## TRANSPORTATION (Cont.)

### Public Mass Transit (cont.)

Passage of Propositions 111 and 117 by the voters in June 1990 is expected to result in approximately \$300 million being allocated to San Joaquin County for specified rail projects along the Sacramento-Fresno and Stockton-Bay Area corridors. In addition, the preliminary expenditure plan that has been developed for the one-half cent sales tax initiative, passed by the voters in the November 1990 ballot, designates approximately \$60 million in sales tax revenue for rail projects, including multi-modal stations.

A policy to establish intercity rail service of 79 mph in the short term, and 125 mph in the long term, will incur total capital costs in the County in the range of about \$540 million (in 1991 dollars). Table IV-9 contains estimated costs to upgrade rail trackage in San Joaquin County in incremental steps from 79 mph to 110 mph to 125 mph. Additional estimates are also included for six rail stations in Stockton, Manteca, Lodi, Tracy, and two other locations, and for rolling stock. To upgrade to a 185 mph rail system would cost another \$545 million.

It should be noted that several studies are now underway to define and estimate the costs of high speed rail improvements along corridors linking Sacramento and Los Angeles, and the Central Valley and the Bay Area. The costs in Table IV-9 are very preliminary in nature and are "order of magnitude" estimates only.

#### Bus Transit

It is more difficult to come up with cost estimates for an integrated bus transit system which will effectively serve growth anticipated under this General Plan, since operating costs that are not paid through fare box receipts account for such a large portion of the total cost of running the system.

The San Joaquin County Council of Governments has prepared a 1992 transit Systems Plan. Preliminary estimates from that plan indicate that establishing and maintaining a countywide bus system would cost approximately \$628 million over the twenty year planning period. This cost assumes that a comprehensive bus system consisting of intra-city, inter-city, and inter-regional links with other parts of the state would be developed.

This high estimate includes operating costs, as well as capital costs. All estimates are in constant 1990 dollars.

- Objective**
1. **To provide a public mass transit system that satisfies the demonstrated needs in San Joaquin County for safe, efficient, convenient, economical and reliable transit service.**
  2. **To provide a Countywide system of rail facilities, integrated with bus service, which is integrated with transit systems in adjacent regions.**

- Policies**
1. The County shall promote public mass transit as an alternative to the automobile.
  2. The County shall advocate commuter transit service.

## TRANSPORTATION (Cont.)

### Public Mass Transit (cont.)

#### Policies

(cont.)

3. The County shall support public transit service to meet the transportation needs of non-drivers by:
  - (a) concentrating on serving those who have no other reasonable alternatives for transportation;
  - (b) providing access to required medical, social service, and personal business destinations;
  - (c) encouraging the use of existing public and private transit systems for those able to use such systems; and
  - (d) supporting and promoting accessibility in public transit to the greatest extent feasible.
4. The County shall support park and ride lots and other transit-related facilities that promote transit use.
5. All major developments shall have provisions for transit.
6. Abandoned railroad rights-of-way shall be considered for acquisition by the County for use in the County's circulation system.
7. Increased passenger rail service to the County shall be supported.
8. Stockton shall be promoted as a continued depot for Amtrak service.
9. The County shall support Amtrak stations in all cities of the County.
10. The County shall support the concept of developing passenger service along existing rail corridors to Sacramento and the Bay area to a capability of 79 miles-per-hour in the short term. In the longer term, the County supports upgrading rail service to a capability of 125 miles-per-hour along existing or new alignments.
11. In the short term, the County shall support the development of multi-modal rail stations in Stockton, Lodi, Manteca, and Tracy which could initially be used as park and ride facilities coupled with commuter bus and express bus service. The multi-modal stations in each city of San Joaquin County should be upgraded to eventually provide cross-platform transfer capabilities.
12. The County shall support development of a complementary bus system that would link all

## TRANSPORTATION (Cont.)

### Public Mass Transit (cont.)

#### Policies

(cont.)

cities in San Joaquin County with fixed routes and also be directly linked to airport and rail facilities. In the longer term, bus service should continue to be expanded to provide access from the smaller outlying communities in the County and to link the intra-city transit systems.

#### Implementation

1. Regional Public Mass Transit. The County shall:
  - (a) Work with and through the Council of Governments on the development of a regional mass transit system;
  - (b) Work to provide transit to the Tri-Valley and San Francisco Bay Areas;
  - (c) Work to expand transit service within the County; and
  - (d) Study the feasibility of transit service to Sacramento, to the east, and to the south. (Public Works, Planning)
2. Ongoing Assessment of Unmet Transit Needs. The County shall continue to assess unmet transit needs and work with other agencies to meet these needs. (Public Works)
3. County Transit System. The County shall work toward a county-wide transit system. (Public Works)
4. Transit Information Programs. The County shall continue to advertise the availability of transit service and function as a referral source about other transit services. (Public Works)
5. Park and Ride Lots. The County shall work with Caltrans to provide park and ride lots. (Public Works, Planning)
6. Passenger Rail. The County shall work to increase passenger rail service with additional trains on existing routes and a new route to Sacramento. (Public Works)
7. Rail Routes. The County shall study appropriate rail routes to the Tri-Valley area and work for acquisition and development of a route. (Public Works)
8. Transit Improvements. The County shall work toward the funding and completion, based on need, of the transit improvements in Table IV-9. (Public Works)
9. Rail Grade Crossings.
  - (a) The County Public Works Department should prioritize within the incorporated area

## **TRANSPORTATION (Cont.)**

### **Public Mass Transit (cont.)**

#### **Implementation**

(cont.)

all at-grade crossings based on an accident exposure index and other factors. The priority list, in conjunction with the list prepared by COG for Measure K, shall be used to guide funding of grade crossing improvements.

- (b) Rail grade crossing improvements shall be funded through leverage of source funding from the State CTF funds, County and local General Fund, Measure K funding, rail companies, and local area development fees.
- (c) Prior to approval of development on parcels within 800 feet of a main line railroad right-of-way and adjacent to streets of arterial or higher classification, the County shall consider the need for future grade separations of the railroad tracks and the street. (Public Works)

## **5. BICYCLES**

The County's flat terrain, extensive rural road system, recreational opportunities, and mild weather are conducive to bicycle travel for transport as well as recreation. Land planning that emphasizes jobs and service areas near housing can promote the bicycle's role as an alternative to the automobile. All roadways except freeways may be used by bicycles. This must be recognized and the safety of bicycles on the roadways considered. Roadway widths should be adequate to accommodate bicycles.

**Objective 1. To provide a countywide system of bicycle facilities for safe and convenient transportation and recreation.**

**Policies 1.** The bike route system shall:

- (a) provide for inter- and intra-county bicycle circulation;
- (b) connect residential areas with commercial areas, employment centers, educational facilities, local and regional recreational facilities, and other major attractions;
- (c) interface with city bicycle routes;
- (d) be constructed to acceptable standards;
- (e) be physically separated from automobile traffic when warranted because of traffic or safety concerns.

2. New development shall include appropriate bicycle facilities:



## TRANSPORTATION (Cont.)

### Bicycles (cont.)

#### Policies

(cont.)

- (a) Adequate bicycle access shall be provided.
  - (b) Off-street shared pedestrian/bicycle paths shall be considered in large developments.
  - (c) Bicycle parking and/or storage facilities shall be provided in the following areas: convenience, neighborhood, and community commercial; employment centers; educational facilities; recreation facilities; and park and ride lots.
- 3. Bicycle use shall be included in a trail system.
  - 4. Roads planned as part of the bicycle route system shall:
    - (a) be constructed with bicycle safety considered;
    - (b) have bridges with adequate widths for bicycles;
    - (c) have adequate width to accommodate bicycle travel without the necessity of traveling in a gutter or on an unimproved shoulder; and
    - (d) have traffic sensors that respond to bicycles.
  - 5. Roads identified as scenic routes in Figure VI-2, with the exception of freeways, shall be considered part of the bicycle route system.

#### Implementation

- 1. Bikeway Criteria. The provisions in Planning and Design Criteria for Bikeways in California shall be considered when developing the bicycle system. (Public Works)
- 2. Bikeway Financing. The County shall determine improvements needed for the bikeway system and include them in its Capital Improvement Program when there are justified traffic and safety concerns. (Public Works)
- 3. Bicycle Plan. Until a Bicycle Plan is prepared, this General Plan shall be considered the County's Bicycle Plan. (Public Works, Planning)

## 6. AVIATION

San Joaquin County is served by six airports, of which three are public and three are private, and one seaport. Service varies from Stockton Metro, accommodating large jet transport, to Kingdon Airport, accommodating only light twin-engine aircraft, to Lost Isles, accommodating only sea planes. The airports provide for airline passenger and freight service, corporate and private aircraft, airline training flights, military training and support operations, recreational flights, fire suppression aircraft operations, and agricultural spraying flights. It is the County's intent to coordinate activities at these facilities with future development patterns and to ensure safe, efficient airport operations.

Land use for Stockton Metropolitan Airport is also addressed in the Mixed Use Development Section of this Chapter. Aircraft noise is addressed in the Noise section of Chapter V, Public Health and Safety.

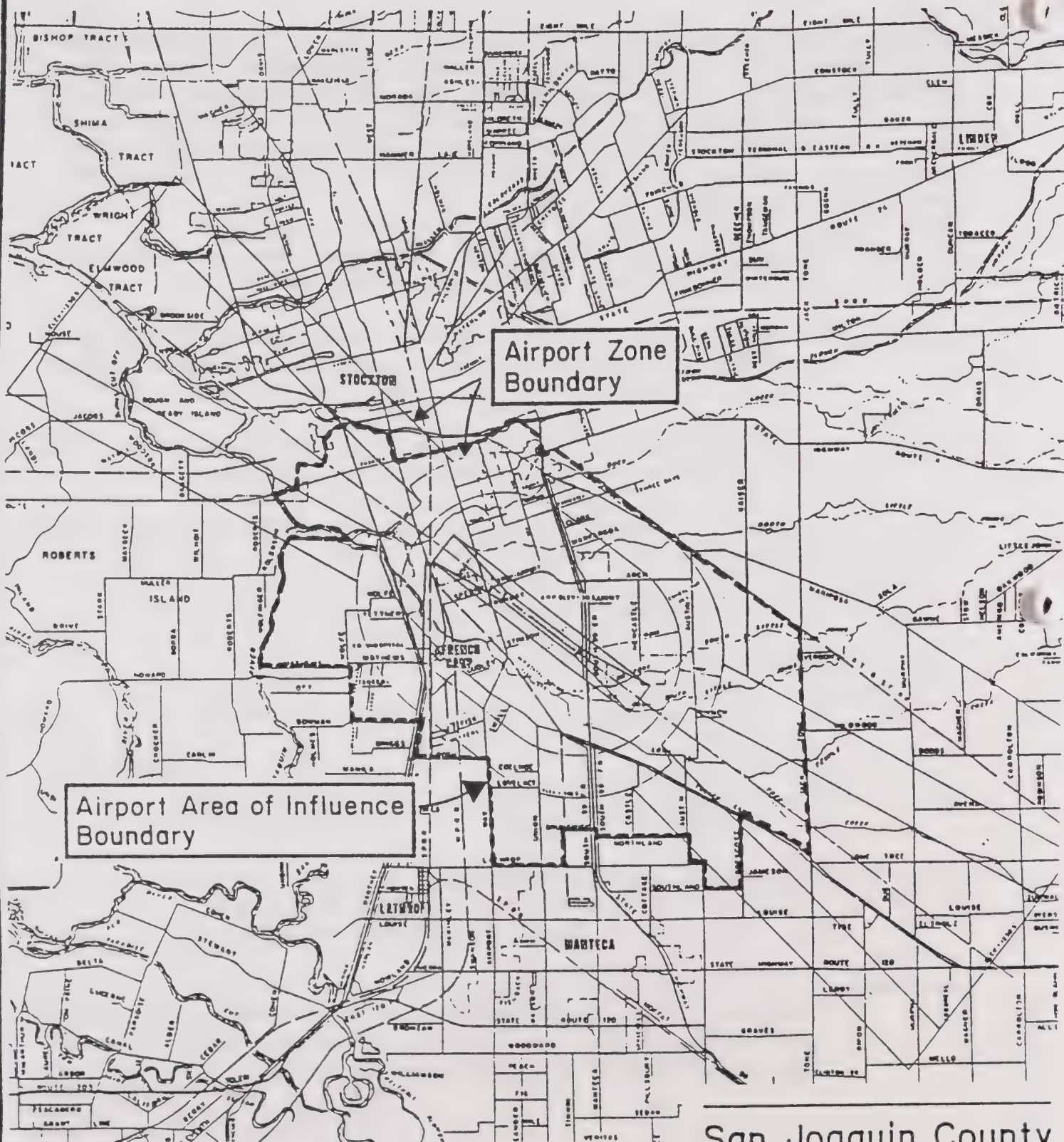
**Objective 1. To develop a system of airports capable of accommodating the growth of air commerce and general aviation needs of the County, while minimizing environmental and land use impacts.**

- Policies**
1. The Stockton Metropolitan Airport shall be developed with sufficient capacity to accommodate forecasted needs for commercial air facilities for the region.
  2. The County shall encourage the provision of public access airports to accommodate general aviation demand.
  3. Only compatible land uses shall be permitted near airports.
  4. Airport operations shall be protected from:
    - (a) projections of structures into navigable airspace;
    - (b) light and glare;
    - (c) emissions affecting visibility;
    - (d) interference with communications; and
    - (e) bird hazards, such as from ponds and landfills.

### Implementation

1. COG Plans. The County shall continue to support and participate in the San Joaquin County Council of Governments' aviation planning activities, including the Airport Land Use Plans, which shall be used in development review. (Planning, Airport)

Figure IV-7  
STOCKTON METROPOLITAN AIRPORT



San Joaquin County  
General Plan



0 1 2 3 4 5  
MILES IV-120



## TRANSPORTATION (Cont.)

### Aviation (cont.)

#### Implementation

(cont.)

2. Stockton Metropolitan Airport.

- (a) The County shall promote Stockton Metropolitan Airport for commute and long distance passenger flights and for air cargo. (Airport)
- (b) The County shall continue to improve public awareness of the advantages of Stockton Metropolitan Airport. (Airport)

3. Airport Noise/Land Use Compatibility Study.

- (a) The County shall use as appropriate the findings and recommendations from the FAR Part 150 Noise Compatibility Study for Stockton Metropolitan Airport. (Airport, Planning)
- (b) See Noise Implementation section relative to airports.

4. Development Title. The Development Title shall contain regulations regarding land uses and height restrictions around all airports. (Planning)

5. Avigation Easements. The County shall require avigation easements for approvals of noise sensitive discretionary projects within the Area of Influence of Stockton Metropolitan Airport. (Airport, Planning)

6. Special Purpose Plans. Special Purpose Plans shall be required of all proposals for new airports and major expansion of existing facilities. (Planning)

## 7. GOODS MOVEMENT

San Joaquin County's location has historically made it an important terminal point for the shipment of goods. The Interstate and State routes carry significant amounts of truck traffic (on some segments more than 25 percent of the trips are by truck). Three railroad lines (Southern Pacific; Atchison, Topeka, and Santa Fe; and Union Pacific) criss-cross the County with freight and passenger service. Stockton Metro provides air service. Finally, the Port of Stockton is the West Coast's second largest inland seaport. The protection and improvement of this circulation network for goods movement is critical for industrial development and improvement of the County's economy.

The primary issues with respect to commodity movement include safety and vehicular conflicts (such as between trains and cars). The County's role in improving existing deficiencies and creating an efficient system of goods movement is to plan for appropriate land uses along transportation routes, at interchanges, and at terminal facilities; to seek interchange improvements and grade-separated crossings; and to support the San Joaquin County Council of Governments as it seeks to coordinate cities, County, State, and Federal activities and programs.



## **TRANSPORTATION (Cont.)**

### **Goods Movement (cont.)**

**Objective 1.** To maintain the safe and efficient movement of commodities through and within the County.

**2.** To ensure the maintenance of an effective circulation system to retain and attract distribution industries.

**Policies 1.** Adequate access shall be provided to facilities critical to goods movement, including railroad yards, the Port of Stockton, the Stockton Metropolitan Airport, and interstate roadways. The special right-of-way and turning radius needs of large trucks shall be considered in determining adequate access.

**2.** Traffic conflicts among automobiles, trucks, and trains shall be minimized.

**TRANSPORTATION (Cont.)**  
Goods Movement (cont.)

**Policies**  
(cont.)

**Implementation**

1. Truck Access.

- (a) The General Plan 2010 Map shall show adequate levels of roadways to provide access to facilities critical to goods movement. (Public Works, Planning)
- (b) The Development Title shall include appropriate standards for roadways critical to goods movement. (Public Works, Planning)

**8. COSTS AND REVENUES FOR MAJOR ROADWAY AND TRANSIT IMPROVEMENTS**

Based upon the preceding analysis and estimate of costs for the proposed State highway, freeway, arterial, rail, and bus improvements, an assessment can be made of the costs and revenues anticipated during the 20-year planning period. This assessment of gross costs and the expected revenues that can be applied to the costs is presented in Table IV-10.

It should again be noted that the costs and revenues identified in the table are very preliminary. The costs for the roadway and transit improvements are based upon the existing information, which in some cases are "order of magnitude" estimates only and are not based upon specific engineering studies. The total improvement costs for the County's highways, freeways, and arterials include the cost of fixing existing problems, as well as adding new facilities to serve growth allowed under the cities' and County's General Plans.

On the revenues side, Table IV-10 identifies those sources of funding that the County and cities are anticipating during the 20-year period, based upon the following sources: revenues from the increased gas tax and the rail bond measures, approved by the voters in 1990; the assumed approval of a Countywide program of traffic impact mitigation fees (similar to the program now in effect under County jurisdiction); the revenues from Measure K local one-half-cent sales tax for transportation improvements, revenues from the recently passed Federal Intermodal Surface Transportation Efficiency Act (ISTEA); and revenues from anticipated miscellaneous Federal and State transit operation assistance programs and from fare box receipts.

**TRANSPORTATION (Cont.)**  
**Goods Movement (cont.)**

**Policies**  
**(cont.)**

**TABLE IV-10**  
**COSTS AND REVENUES FOR PROPOSED**  
**TRANSPORTATION IMPROVEMENTS<sup>(1)</sup>**  
**(in millions of 1990 dollars)**

<b>COSTS</b>	<b>CURRENT DEFICIENCIES(2)</b>	<b>PROPOSED IMPROVEMENTS(3)</b>	<b>TOTAL COSTS</b>
State highways/Interstates	\$ 170	\$ 630 - 680 (4)	\$ 800 - 850
Arterials	\$ 150	\$ 500 - 600	\$ 650 - 750
Maintenance (5)	\$ 220	\$ 270	\$ 490
Sub-totals: roads	\$ 540	\$ 1,400 - 1,550	\$ 1,940 - 2,090
Rail Service to 125 mph	n/a	\$ 540	\$ 540
Bus Service	\$ 55	\$ 575	\$ 630
Sub-total: transit	\$ 55	\$ 1,115	\$ 1,170
<b>TOTAL</b>	<b>\$ 595</b>	<b>\$ 2,515 - 2,665</b>	<b>\$ 3,110 - 3,260</b>

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<b>REVENUES</b>	<b>Revenues Expected</b>
Traffic Impact Mitigation Fees (6)	\$ 225
Increase in State Gas Tax (Proposition 111)	265
State/Local Partnership Program	25
Measure K Local Sales Tax	
\$ Local roads and maintenance	140
\$ Regional road improvements	100
\$ Rail improvements	60
\$ Other transit improvements	70
\$ Grade separations	30
Intermodal Surface Transportation Efficiency Act	120
Rail Bonds	300
Miscellaneous Transit Operation Assistance	275

**TABLE IV-10 (cont.)**  
**COSTS AND REVENUES FOR PROPOSED**  
**TRANSPORTATION IMPROVEMENTS<sup>(1)</sup>**  
**(in millions of 1990 dollars)**

COSTS		CURRENT DEFICIENCIES(2)	PROPOSED IMPROVEMENTS(3)	TOTAL COSTS
Fare Box Receipts (bus, rail)			125	
Sub-total:	revenues for roads		approximately	\$ 840 million
Sub-total:	revenues for transit		approximately	\$ 895 million
TOTAL REVENUES			approximately	\$ 1.735 billion
<hr/>				
TOTAL SHORTFALL:	roads		approximately	\$ 1.1 - 1.25 billion
	transit		approximately	\$ 275 million

**Notes:**

- (1) Estimates are very preliminary and may not be based upon specific engineering studies (see text). All estimates are prepared by San Joaquin County Public Works and Community Development Departments, taken from various sources.
- (2) Includes capital costs of correcting existing deficiencies, plus deferred maintenance.
- (3) Estimates from previous tables, rounded off.
- (4) These costs would be required to serve all twenty year growth projections associated with the seven city General Plans, and the County General Plan, including the two new communities. If less than three new communities are approved, fewer Caltrans and arterial improvements would be required.
- (5) The County has an existing maintenance backlog of \$113 million, with an annual increase of \$7 million. City estimates for maintenance backlog were calculated using the same percentage of deficit, after factoring in the difference in lane mileage. The maintenance estimates do not include twenty year rehabilitation and reconstruction, only maintenance costs, for State (Caltrans) facilities.
- (6) Assumes that all jurisdictions have adopted impact fees similar to those already adopted by the County.

Table IV-10 indicates that the anticipated costs of roadway and transit improvements, maintenance, and operating costs will amount to approximately \$3.1 to \$3.3 billion over the 20-year planning period. Revenues over the same 20-year period are anticipated to be approximately \$1.74 billion. Thus, there may be a shortfall in terms of the funds needed for roadway improvements and maintenance costs of approximately \$1.1 to \$1.25 billion, if no additional funding sources are identified during the 20-year period. The shortfall for transit improvements may be much less, up to approximately \$275 million. The latter shortfall is relatively small because a significant amount of State and Federal funding is expected to be available, in contract to roadway improvements.



## **TRANSPORTATION (Cont.)**

### **Costs and Revenues for Major Roadway and Transit Improvements (cont.)**

If the transportation facilities in this plan are to be built, additional local, state, and/or federal money is needed. It is likely that Table IV-10 underestimates the amount of money needed, since the extraordinary cost associated with grade separations, right-of-way acquisitions, and cost inflation for many projects are not included. Without additional funds, traffic congestion and its resultant problems will worsen unless there is a major decrease in automobile trips per capita.

#### **Objective 1. To fund needed transportation facilities.**

- Policies**
1. The County shall recognize the economic and social benefits of a well-planned transportation system and develop funding to provide necessary facilities.
  2. Development shall provide transportation system improvements necessary to serve itself.
  3. The County shall support improved funding and improvements for public transit systems and other alternative forms of transportation such as bicycle and pedestrian routes.

#### **Implementation**

1. Capital Improvement Program. The County shall maintain a Transportation Capital Improvement Program. (Public Works)
2. Transportation Funding. The County shall:
  - (a) continue collecting transportation impact fees for new development;
  - (b) support ballot measures to establish funds for transportation improvements;
  - (c) work to establish equitable county, city, and state funding of transportation improvements; and
  - (d) work for increased federal and state transportation funds. (Public Works)

## **V. PUBLIC HEALTH AND SAFETY**

The County has responsibility to plan for a safe environment in which the public is reasonably protected from risks to life, health, and property. The Public Health and Safety chapter of the General Plan contains provisions that seek to minimize the risks from natural and man-made hazards. The following sections are included in this chapter:

- A. Seismic and Geologic Hazards;
- B. Flood Hazards;
- C. Fire Safety and Law Enforcement;
- D. Noise;
- E. Hazardous Materials and Waste; and
- F. Emergency Preparedness.

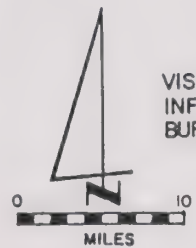
The policies which are presented in each of the sections of this chapter are formulated to prepare for, prevent, and respond to potential hazards. However, it is unrealistic to think in terms of a completely hazard-free environment, as natural and man-made hazards are always present. Consequently, the policies contained herein implicitly consider the costs versus the benefits of hazard prevention.

The sections of this chapter overlap with those of some other chapters. Safety issues are considered in the designation of land uses. The provision of public services has some bearing on the hazards related to fire and crime prevention. Many environmental hazards, such as water quality and flooding hazards, are closely related to environmental resources. Hazardous materials can directly and indirectly affect such environmental resources as air, water, and wildlife. Lastly, the design of a community and the efficiency of its circulation system are intimately linked to the ability of the community to respond to an emergency.

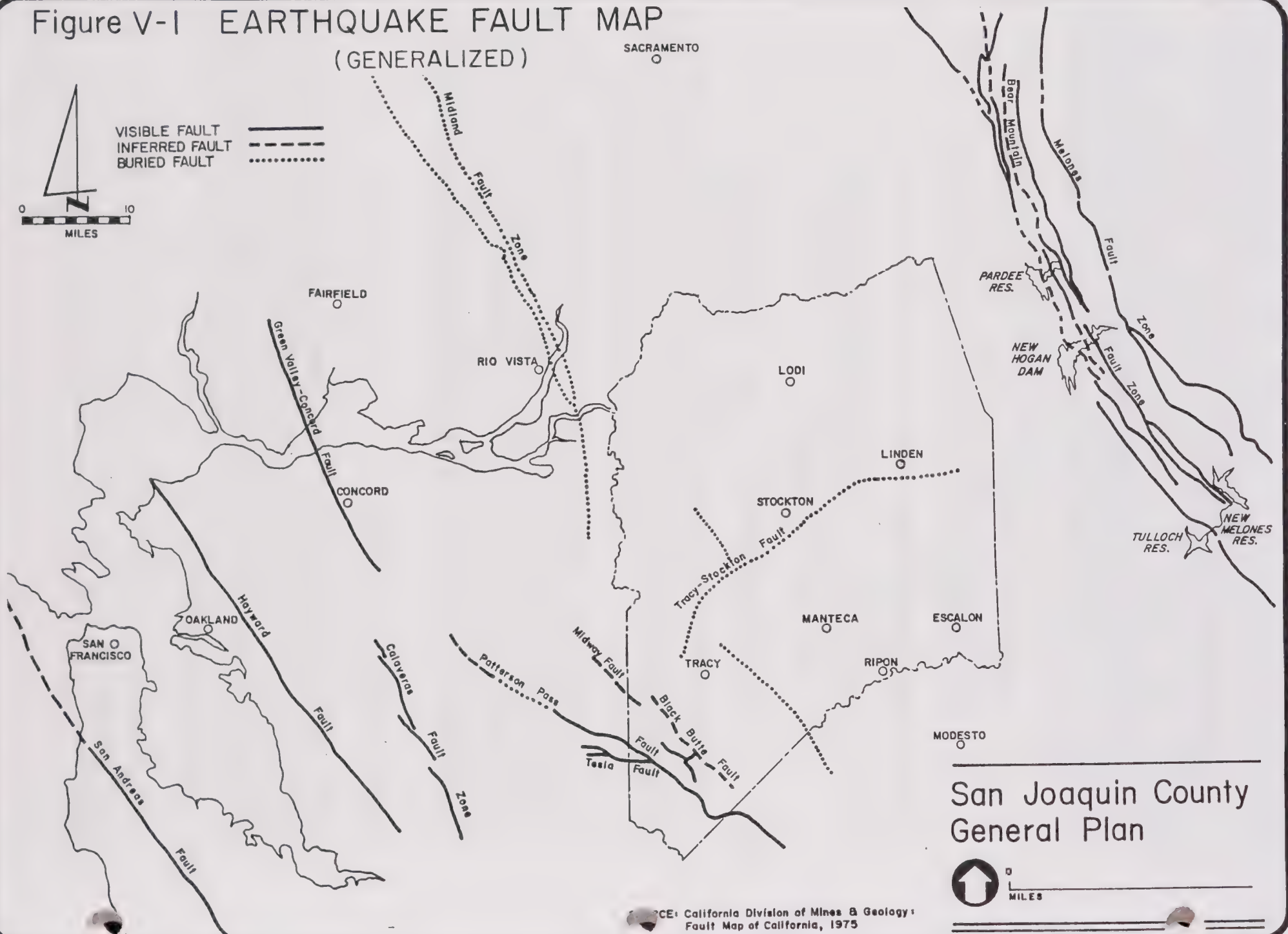
### **A. SEISMIC AND GEOLOGIC HAZARDS**

Seismic hazards refer to earthquake-induced ground rupture, ground shaking, liquefaction, or water movement. Earthquakes occur along fault lines buried beneath the surface of the ground. Of the known fault lines in San Joaquin County, none are classified by the State Geologist as active. Localized ground shaking and liquefaction are the most significant seismic hazards of the County. The most likely sources of these hazards are from the San Andreas, Hayward, Calaveras, Midland, Green Valley-Concord, or Tracy-Stockton Faults (see Figure V-1).

# Figure V-1 EARTHQUAKE FAULT MAP (GENERALIZED)



VISIBLE FAULT ———  
INFERRED FAULT - - - - -  
BURIED FAULT .....



San Joaquin County  
General Plan



0  
MILES



## SEISMIC AND GEOLOGIC HAZARDS (cont.)

Strong ground shaking from an earthquake could cause significant damage, especially to unreinforced masonry buildings built before 1933. This type of building is subject to total collapse during an earthquake. Mobilehomes and structures not properly secured to foundations can be vulnerable during ground shaking. In addition, earthquake-generated ground shaking can cause nonstructural hazards, such as falling ceilings and light fixtures, toppling exterior parapets, shattered glass, and the dislodging of furniture and equipment. Liquefaction occurs when a water-saturated, cohesionless soil loses its strength and liquefies during intense and prolonged ground shaking. Areas which have the greatest potential for liquefaction are those areas where the water table is less than 50 feet below the surface and soils are predominantly clean, comprised of relatively uniform sands, and are of loose to medium density.

Geologic hazards in San Joaquin County include subsidence, expansive soils, erosion, and soil instability leading to landslides. Subsidence, expansive soils, and erosion occur in the Delta, and pose serious problems for agricultural production. Expansive soil conditions are a concern for urban development in the Tracy and the Stockton-French Camp areas. Slope stability hazards within the County are most confined to the foothills and mountain terrain which border the San Joaquin Valley, the steep banks of the major rivers which pass through the Valley floor, and the levees of the Delta.

It is not possible to eliminate all seismic and geologic hazards. Hazards to some degree will always exist. The County's responsibility is to educate the public to potential hazards in the community and regulate land uses to protect the public safety. Local government must also plan to restore normal community operations and communications as quickly as possible following a natural disaster. Facilities that are vital in times of emergency include hospitals, police and fire stations, emergency operation control, and communication centers.

- |                   |   |
|-------------------|---|
| <b>Objectives</b> | <ol style="list-style-type: none"><li>1. <b>To reduce the risk to life and property and increased governmental cost from potential seismic occurrences.</b></li><li>2. <b>To minimize the adverse economic, social and physical impacts from geologic hazards.</b></li></ol>  |
| <b>Policies</b>   | <ol style="list-style-type: none"><li>1. The risk to human safety and property from seismic and geologic hazards shall be considered in determining the location and intensity of development and the conditions under which it may occur.</li><li>2. Facilities necessary for emergency services, major utility lines and facilities, manufacturing plants using or storing hazardous materials, high occupancy structures (such as multifamily residences and large public assembly facilities), and facilities housing dependent populations (such as prisons, schools, and convalescent centers) shall not be located within one-eighth of a mile of any active fault.</li><li>3. Facilities necessary for emergency services should be capable of withstanding a maximum credible earthquake and remain operational to provide emergency response.</li></ol> |



## SEISMIC AND GEOLOGIC HAZARDS (cont.)

### Policies (cont.)

4. Regional and local efforts to curb subsidence of the Delta should be promoted.

### Implementation

1. Open Space. The following areas of the County shall be planned for open space to limit exposure of people and structures to hazards:
  - (a) The Delta Islands, because of subsidence and potential flooding from levee failure.
  - (b) Slopes with Landslide Susceptibility Rating 1. (Planning)
2. Building Requirements. The County shall continue to comply with State regulations, shall require studies where necessary for geologic information, and shall require mitigation of seismic or unstable geologic hazards for new construction. (Building Inspection)
3. Building Inventory. The County shall continue to inventory buildings to identify and evaluate existing structural and nonstructural hazards. (Building Inspection)
4. Public Information. The County shall provide public information on methods to reinforce existing hazardous structures, and shall promote awareness and preparedness in the event of a geologic or seismic hazard. (Office of Emergency Services, Building Inspection)
5. Erosion Control. The County shall:
  - (a) include erosion and sediment control regulations in the Development Title; (Planning)
  - (b) support soil conservation and restoration efforts of the U. S. Soil Conservation Service and the Resource Conservation Districts; (Planning)
  - (c) promote the planting of vegetation to decrease loss of soil by erosion. (Agricultural Commissioner)
6. Hillside Ordinance. The County shall adopt a hillside development ordinance that addresses construction hazards and the visual impact of development on slopes. (Planning)

## B. FLOOD HAZARDS

Flooding in San Joaquin County can result from heavy storms, snow melt with heavy runoff, levee failure, dam failure, and localized drainage problems. Of these, levee failure has caused most of the recent major floods. Typically, a breach of a levee under non-flood conditions would have localized effects; however, under severe storms a breach can lead to a series of levee failures. Many of the Delta levees are unstable and, without extensive rehabilitation, can be expected to fail.

Virtually all of the area west of I-5 and north of I-205 lies within a floodprone area. In addition, there are large areas of land along the Mokelumne River, Lone Tree Creek, the South Fork of South Little John's Creek, and Mormon Slough that are subject to a 100-year flood, that is, a flood that has a one percent change of occurring in any given year. (See Figure V-2.)

**Objective**      1.      **To protect people and property from flood hazards.**

**Policies**      Floodplain Development

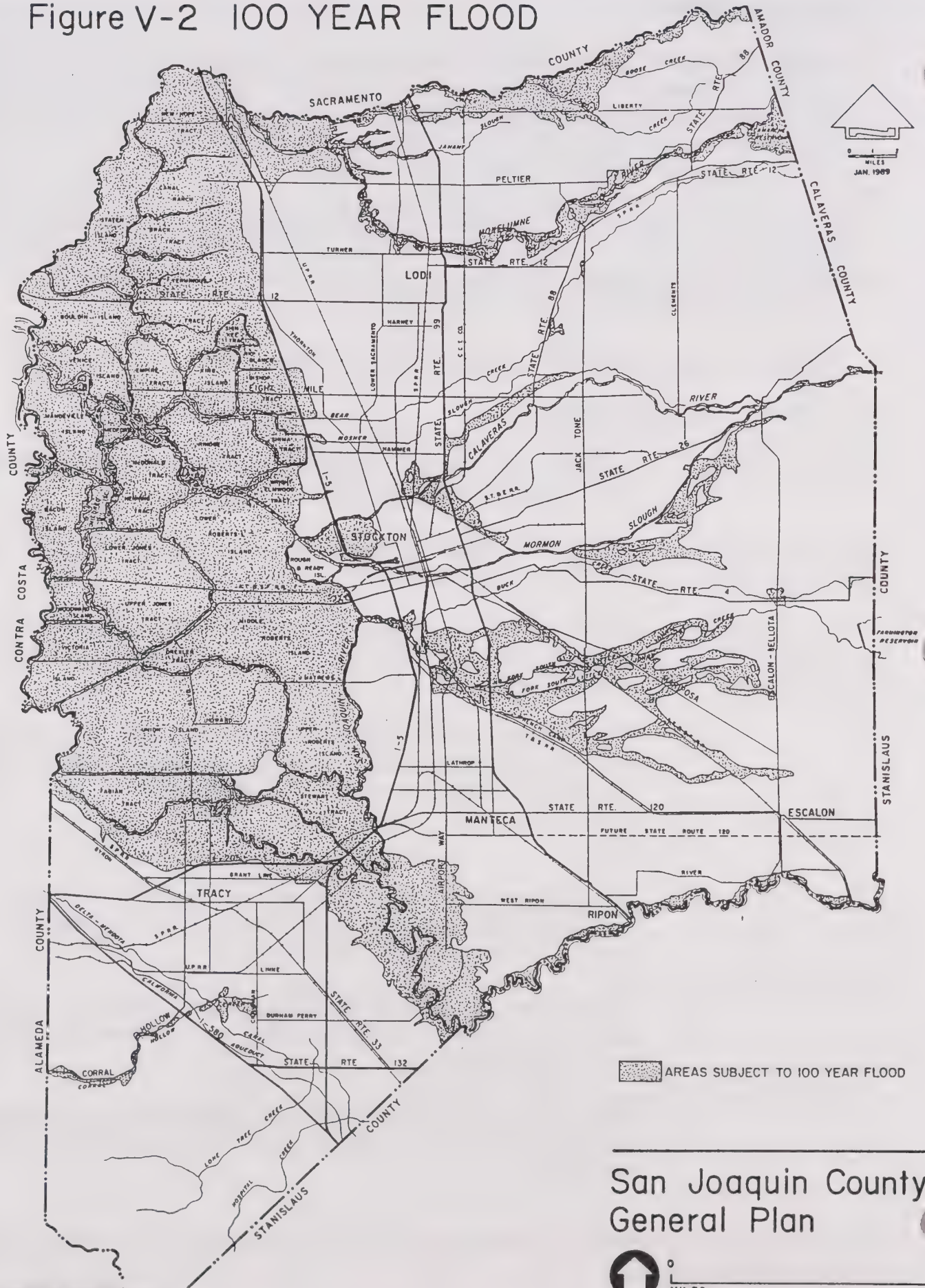
1.      New residential, public, commercial, and industrial development shall be required to have protection from a 100-year flood.
2.      New areas of residential development shall be zoned for development only if the area has 100-year flood protection.
3.      In designated floodways, uses shall be restricted to those that are tolerant of occasional flooding, such as agriculture, outdoor recreation, extraction, and natural resource areas.
4.      The County shall prohibit facilities essential for emergencies and large public assembly facilities from developing in the 100-year floodplain, unless the structure and access to the structure are free from flood inundation.

Flood Control

5.      The primary use and purpose of levees shall be flood control. Other uses shall be allowed only if the uses are compatible with the primary purpose of the levee and do not reduce the flood control integrity.
6.      Levees in areas planned for urban development shall provide 100-year flood protection, and levees in areas not planned for urban development shall provide 50-year flood protection.
7.      Flood control levees should be designed to conserve resources, incorporate and preserve scenic values, and shall incorporate opportunities for recreation, where appropriate.



Figure V-2 100 YEAR FLOOD



DETAILED MAPS AVAILABLE AT  
SAN JOAQUIN COUNTY DEPARTMENT OF  
PLANNING AND BUILDING INSPECTION  
SOURCE: FEDERAL EMERGENCY MANAGEMENT  
AGENCY'S FLOOD MAPS

San Joaquin County  
General Plan



## FLOOD HAZARDS (cont.)

### Policies (cont.)

8. Flood management programs should avoid alteration of waterways and their adjacent areas, whenever possible.
9. Dams protecting the County from flooding should be monitored to identify potential problems.

### Implementation

1. National Flood Insurance Program. The County shall continue to participate in the National Flood Insurance Program. (Public Works)
2. Flood Hazard Identification. The County shall maintain flood hazard maps and revise them as new information becomes available. (Public Works)
3. Levee Improvement. The County shall work to ensure that all communities have 100 year flood protection. (Public Works)
4. Delta Levees. The County shall encourage a joint federal-state levee rehabilitation program intended to identify seismic and flooding hazards and to provide a level of protection consistent with intended development. (Public Works)
5. Flood Control Structures. The County shall consider the use of natural drainageways and non-structural flood protection methods and shall minimize alteration of natural drainageways as much as possible. (Public Works)
6. Dam Failure. The County shall maintain current Dam Inundation Maps and a Dam Failure Plan. (Office of Emergency Services)

## C. FIRE SAFETY AND LAW ENFORCEMENT

Fire safety and law enforcement are two of the essential public services related to the community's sense of safety, security, and well-being. The County fire departments and the Sheriff's Department emphasize the prevention of hazardous situations. Fires and crimes are largely caused by and avoidable through human action. The degree to which they represent threats depends upon the organization of the community and the facilities and services available through the County.

Planning and prevention are probably the best projections against fire hazards. Even with careful planning, however, fires are not entirely preventable. At the point when a fire ignites, fire fighting becomes reactive. An adequate supply of water, good access to the source of the flames, and a quick response



## **FIRE SAFETY AND LAW ENFORCEMENT (cont.)**

from the fire fighting team help to assure that the fire will be suppressed before the damage becomes too widespread.

Crime is generally believed to be caused by social problems such as the absence of a proper home environment, the lack of job opportunities, or class and racial discrimination. Crime occurs primarily when an opportunity is presented: an unlocked door in an unoccupied house, for example. Community members can assist in crime prevention by increasing their own understanding of crime and by fostering a sense of responsibility for their environments.

In the unincorporated portion of San Joaquin County, law enforcement is provided by the County Sheriff's Department, with the California Highway Patrol handling traffic on the roadways. The Sheriff's Office also staffs a boating safety division and is designated as "scene manager" in disasters ranging from toxic spills to major flood activity. Fire protection is mainly provided by rural fire districts or adjacent city fire departments. More remote areas are under the jurisdiction of the California Department of Forestry.

- |                   |   |
|-------------------|---|
| <b>Objectives</b> | <ol style="list-style-type: none"><li>1. <b>To provide fire protection and law enforcement for the public's health and safety.</b></li><li>2. <b>To prevent fire and law enforcement hazards through physical planning.</b></li></ol> |
|-------------------|---|

<b>Policies</b>	<u><b>Fire Safety</b></u>
-----------------	---------------------------

1. The fire protection and law enforcement services and facilities shall provide adequate protection throughout the County, including waterways used by boaters.
2. New development shall have water systems which meet County fire flow requirements or shall provide adequate on-site water storage, as determined by the County Fire Warden or by the local fire district having jurisdiction, if the district has a fire prevention bureau.
3. In areas with high and extreme wildfire hazards, the County shall limit development to rural residential densities or lower, or encourage cluster development and require on-site fire suppression measures.
4. The fire station locations shall be planned to achieve a maximum run time of 3 minutes or 1.5 miles in urban areas and 6 minutes or 4.0 miles in rural areas.
5. All development shall have adequate access for fire fighting and emergency equipment.

## FIRE SAFETY AND LAW ENFORCEMENT (cont.)

### Policies (cont.)

#### Law Enforcement

6. The County shall seek to improve law enforcement service by minimizing non-contiguous growth and discouraging annexations which leave irregular borders or "islands."
7. The standard for law enforcement shall be 1.5 line officers assigned to patrol duty per 1000 residents in urban communities and one line officer assigned to patrol duty per 1000 residents in the remaining unincorporated portions of the County.
8. Development design should foster a sense of community and incorporate defensible space design concepts.

#### Implementation

1. Project Review. Fire and law enforcement hazards shall be determined in project review and shall be prevented or mitigated to acceptable levels of risk. (Planning, Planning Commission, Board of Supervisors, Fire Warden, Sheriff)
2. Service Financing. The County shall establish mechanisms to help finance fire and sheriff facilities and services. (Fire Warden, Sheriff)
3. Fireflows. Fireflow requirements shall be established by the County for water systems for each type of land use. (Fire Warden)
4. Fire Protection Areas. The County shall work to ensure fire protection services in the South Delta area. (Fire Warden)
5. Community Programs for Law Enforcement. Neighborhood Watch programs shall be encouraged in all residential neighborhoods. Community Car programs in urban areas of the County shall be encouraged. (Sheriff)
6. Seasonal Service Standards. The County shall establish seasonal law enforcement service standards, such as the ratio of patrol units per registered boaters. (Sheriff)
7. Defensible Space Concepts. Defensible space concepts shall be included in a Design Review Manual. (Planning).
8. Address Displays. The County shall require that addresses of buildings be readily visible from the public roadway providing access. (Planning)

## FIRE SAFETY AND LAW ENFORCEMENT (cont.)

### Implementation (cont.)

9. Impact Fees. The County shall consider the implementation of impact fees to offset the increased costs of providing public safety services brought about by new development. (County Administrator)

## D. NOISE

In San Joaquin County, noise is principally generated by vehicular traffic, trains, and occasional aircraft flyovers. Vehicular traffic on the roadways is by far the dominant source of noise. Excessive noise exposure can cause adverse physical and psychological responses, in addition to interfering with speech, concentration, and performance. These effects are particularly disruptive for noise sensitive land uses, such as schools, churches, hospitals, convalescent homes, and residential neighborhoods.

Noise levels are measured in decibels (dB). While occasional or sudden noises are intrusive, the 24-hour average noise level is the most commonly used measure of the "ambient," or background, noise environment. This average, when weighted for increased sensitivity of people to noises during the nighttime hours, is referred to as the Day-Night Average Level (Ldn). The intent of this section is to establish guidelines and methods for reducing noise to acceptable levels throughout the County.

- |                  |   |
|------------------|---|
| <b>Objective</b> | 1. <b>To ensure acceptable noise environments for each land use.</b>  |
| <b>Policies</b>  | <ol style="list-style-type: none"><li>1.     The following exterior noise levels shall be considered acceptable:<ol style="list-style-type: none"><li>(a)     65 dB Ldn or less for residential development.</li><li>(b)     60 dB Ldn or less for schools, group care facilities and hospitals.</li></ol></li><li>2.     The County shall not permit new areas of residential development within the 65 dB Ldn contours around public access airports.</li><li>3.     The County shall discourage new residential development from locating within the 60 dB Ldn contours around non-air carrier airports.</li><li>4.     Development shall be planned and designed to minimize noise impacts on neighboring noise sensitive areas and to minimize noise interference from outside noise sources.</li><li>5.     The County noise regulations shall be based on projections, using the noise contours in Volume III of the General Plan or the best available information.</li></ol> |



## NOISE (cont.)

### Policies (cont.)

6. The County shall seek to alleviate existing community noise problems.

### Implementation

1. Development Code. The Development Code shall include maximum noise levels for residential development and other noise-sensitive land uses. (Planning)
2. Acoustical Reports. Development of residential or other noise-sensitive land uses in projected noise-impacted areas (greater than 60 dB Ldn), shall require an acoustical analysis, prepared at the applicant's expense. (Planning)
3. Enforcement of State and Federal Noise Regulations. The County shall continue to enforce state and federal noise laws regarding vehicle operation and equipment and building insulation. (Sheriff, Public Health, Building Inspection)
4. Building Code. The County shall continue to incorporate the most recent noise standards contained in the Uniform Building Code into its own building code. (Building Inspection)
5. Indoor Noise Level. All new residential development shall be constructed to maintain an indoor Ldn of 45 dB or less. (Planning, Building Inspection)
6. Airport Noise. Avigation easements and soundproofing of structures to reduce noise to 45 dB Ldn shall be required for new residential structures in the 65 dB Ldn contours around a public access airport. (Planning, Building Inspection, Airport)
7. Noise Ordinance. The County shall prepare a noise ordinance to address community noise problems. (Public Health)

## E. HAZARDOUS MATERIALS AND WASTES

The safe use, manufacture, production, transportation, storage, treatment, disposal, and clean-up of hazardous materials and hazardous wastes present growing concerns for all levels of government. Hazardous materials represent a potential threat to those who are using the materials and those who could be affected by improper or accidental disposal. The critical importance of hazardous waste management in California was recognized with the passage of AB 2948 (Tanner) in 1986.

Hazardous materials include all toxic flammable, combustible, corrosive, poisonous, and radioactive substances, which possess the potential to bring harm to the public or the environment. An important



## HAZARDOUS MATERIALS AND WASTES (cont.)

subcategory of hazardous materials are hazardous wastes. Hazardous wastes should not be confused with solid wastes, which are discussed in the Community Development chapter.

This section discusses the management of hazardous materials and waste. Transportation and the accidental discharge of hazardous wastes are discussed in the Emergency Preparedness section of this chapter.

**Objectives**

1. **To protect the environment and the public health and safety from past, present and future exposure of hazardous materials and hazardous wastes.**

2. **To promote efforts to reduce hazardous wastes.**

**Policies**

1. Hazardous materials and wastes shall not contaminate air or water resources or soils.

2. The use, storage and disposal of hazardous materials and wastes shall be controlled to prevent harm to individuals.

3. Land uses and structures which contain hazardous materials or wastes which may be a safety hazard for nearby areas shall be located away from existing and planned populated areas.

4. The use of hazardous materials and the creation of hazardous wastes shall be minimized.

5. All development shall be consistent with the County's Waste Management Plans.

### Implementation

1. Hazardous Materials Management Plan. The County shall maintain and implement a hazardous materials management plan. (Emergency Services)

2. Hazardous Waste Management Plan.

- (a) The County shall maintain and implement a County Hazardous Waste Management Plan (CHWMP). The plan shall address: hazardous waste generators; emergency response programs; transportation, storage, collection, treatment and disposal of hazardous wastes generated within San Joaquin County; the siting of hazardous waste facilities; and enforcement activities. (Public Works)

- (b) Any proposed hazardous waste facility, or expansion of an existing hazardous waste facility, shall be consistent with the CHWMP. (Public Works)

## HAZARDOUS MATERIALS AND WASTES (cont.)

### Implementation (cont.)

3. Disclosure of Hazardous Materials and Waste. The County shall continue to require disclosure of hazardous materials and wastes for existing and proposed land uses. (Planning)
4. Hazards Inventory. The County shall develop and maintain a parcel inventory of past and present hazardous materials use, disposal, and cleanup activities, and hazardous waste facilities. This inventory shall be consulted in all land use decisions. (Emergency Services, Public Health, Fire Warden, Planning)
5. Underground Storage Tanks. The San Joaquin County Public Health Services shall continue to administer and enforce hazardous material regulations for the storage of hazardous liquids in underground storage tanks. (Public Health, Fire Warden)
6. Hazardous Waste Facilities. The County shall provide areas for hazardous waste facilities sufficient to meet its needs. (Planning)
7. Household Wastes. The County shall develop a program and implementation schedule for the collection, treatment, and disposal of household hazardous wastes. (Public Works)
8. Contaminated Sites.
  - (a) The County shall support programs and funding for determination of sites contaminated with hazardous materials and for site cleanup. (Public Health)
  - (b) The County shall pursue site cleanup of sites contaminated with hazardous materials. If the state or federal government does not cleanup a contaminated site in a timely manner, the County shall consider undertaking or compelling private party cleanup. (Public Health)
  - (c) The County shall develop an ordinance to require sellers of contaminated sites to complete site cleanup prior to sale or provide notice to prospective buyers as a condition of the sale. (Public Health)
  - (d) Where appropriate the County shall request that the State Department of Health Services designate contaminated sites as hazardous waste property. (Public Health)

## HAZARDOUS MATERIALS AND WASTES (cont.)

### Implementation (cont.)

- (e) The County shall develop and maintain a database on contaminated sites and wells. (Public Health)
- 9. Legislative Support. The County shall support legislation which would further reduce public risks associated with hazardous materials, reduce hazardous waste generation, aid in cleanup, or provide assistance for hazardous materials management. (Board of Supervisors)

## F. EMERGENCY PREPAREDNESS

An emergency is a life, property, or environment-threatening incident, particularly one which occurs suddenly or unexpectedly. The purpose of emergency preparedness is to minimize threats to public safety and to insure rapid recovery from disaster damage by preparing the County to respond adequately. Prevention is the most economic, cost-effective, and least stressful way to save lives and preserve property and the environment.

Emergencies which affect a wide geographic area, several different public agencies, or a large number of people present the most complicated response problems. The more demand an emergency places on "vital facilities" (hospitals, police and fire departments, emergency response centers, and communications centers), the more difficult a coordinated and orderly response becomes. Assurance of a rational response requires thorough preparation so that all people understand what to expect in emergency situations. Identification, planning, coordination and preventive actions are key components of emergency preparedness. The San Joaquin County Office of Emergency Services has been designated as the single coordinating center for large-scale emergency response activities.

- |                   |  |
|-------------------|--|
| <b>Objectives</b> | <ul style="list-style-type: none"><li>1. To minimize loss of life, damage to the environment and the destruction of property from natural or man-made emergencies.</li><li>2. To maintain continuous functioning of the social and physical networks of the County.</li></ul>  |
| <b>Policies</b>   | <ul style="list-style-type: none"><li>1. The County shall be prepared to respond effectively to emergencies.</li><li>2. Emergency response facilities shall be located to avoid hazardous areas (see Seismic and Geologic and Flood Hazards), and designed to remain functional following a major natural or man-made disaster.</li><li>3. Following a major disaster, the County shall work to ensure that the population is protected and that recovery operations are initiated.</li><li>4. Individual readiness and self-sufficiency in emergencies shall be promoted.</li></ul> |



## EMERGENCY PREPAREDNESS (cont.)

### Policies (cont.)

5. Adequate primary and alternative access for emergency vehicles shall be provided to all new developments and maintained for existing development.
6. Paramedic units should be located to meet a maximum response time of ten (10) minutes in urban areas and fifteen (15) minutes in rural areas.

### Implementation

1. Emergency Operations Plan. The County shall maintain an up-to-date Emergency Operations Plan to provide emergency planning, mitigation, response, and recovery activities. (Emergency Services)
2. Emergency Preparedness Information Program. The County shall inform citizens of government emergency plans and encourage business, agency, and household emergency preparedness. (Emergency Services)
3. Emergency Plans for Businesses. Businesses which use hazardous materials on the premises shall designate an individual or individuals as emergency coordinator(s), prepare an emergency plan and ensure that all employees understand the potential for accidents and the appropriate response. (Emergency Services)





## VI. RESOURCES

Open space and natural resources are not merely undeveloped land or leftover spots of vacant lands. Instead, they play a vital part in the organization and identity of the community by offering ecological, recreational, scenic, and economic benefits. These resources contribute to a high-quality environment which stimulates the economic and social health of the community.

Accordingly, this Resources chapter of the San Joaquin County General Plan contains policies for the protection of the County's valuable natural resources. The sections in this chapter include:

- A. Open Space;
- B. Agricultural Lands;
- C. Extractive Resources;
- D. Energy;
- E. Air Quality;
- F. Water Resources and Quality;
- G. Vegetation, Fish, and Wildlife Habitat; and
- H. Heritage Resources.

### A. OPEN SPACE

Open space, as defined by the Government Code, includes any parcel or area of land or waters which is essentially unimproved and designated as such for the preservation of natural resources, the managed production of natural resources, recreation, and public health and safety. Although each of these aspects is addressed in greater detail in other sections of the Plan, it is useful to have this single section that provides an overview to open space policies for the County.

Open space for natural resource protection, the management of resources, and public health and safety can protect the habitat of an endangered species or provide scenic beauty. Its size and location are dictated by the natural factors which define it. Open space for active or passive outdoor recreation can be provided in different locations, and its size requirements are flexible. Open space for natural resource protection and productive uses is discussed in this chapter under "Agricultural Lands," "Extractive Resources," "Water Resources," and "Vegetation, Fish, and Wildlife." Discussion of open space for public health and safety purposes is found in Chapter V, Public Health and Safety under "Flood Hazards" and "Seismic and Geologic Hazards." The primary recreational opportunities for open space are addressed in Chapter IV, Community Development under "Public Facilities," and in this chapter under "Heritage

## OPEN SPACES (cont.)

Resources.\* An overall view of the Open Space Plan and Action Program is contained in Volume III of the General Plan.

Major open space resources in San Joaquin County include more than 750,000 acres of agricultural lands, more than 4,700 acres of extractive resources and 400 miles of interlacing waterways forming part of the Sacramento-San Joaquin Delta. Associated riparian corridors and floodplains sustain many varieties of wildlife and vegetation of biological, commercial, and recreational importance. The value and importance of these resources lies in their potential use for many different purposes, including food production, productive resources, tourism, riparian habitat, floodplain management, scenic value, and recreation.

The ultimate intent of this section is not to prohibit the development or use of natural and cultural resource areas; rather, it is to increase access where this access will not destroy the natural or cultural value of an area, and to encourage public education and participation in the protection of natural and cultural resources. In some cases, however, protection does necessitate development restrictions.

<b>Objective</b>	<b>1. To preserve open space land for the continuation of commercial agricultural and productive uses, the enjoyment of scenic beauty and recreation, the protection and use of natural resources, and for protection from natural hazards.</b>
------------------	---

<b>Policies</b>	<b>1. The open spaces resources in Table VI-1 shall be protected as indicated.</b>
	<b>2. A Resource Conservation designation shall be used on the General Plan 2010 Map to protect significant resource areas and protect public safety.</b>
	<b>3. Development may be permitted in Resource Conservation Areas only if proposed uses will not have significant negative impacts on the continued existence or use of the resource.</b>
	<b>4. Areas with serious development constraints, such as the Delta, should be predominantly maintained as open space.</b>
	<b>5. Ridgelines and major hill tops shall remain undeveloped.</b>
	<b>6. The County shall consider waterways, levees, and utility corridors as major elements of the open space network and shall encourage their use for recreation and trails in appropriate areas.</b>

**TABLE VI-1  
OPEN SPACE RESOURCES**

The resources in this table shall be protected from the adverse impacts of development.

Type of Open Space	General Plan Designation	Development Restrictions
<b>FOR PRESERVATION OF NATURAL RESOURCES</b>		
Waterways <sup>1</sup>	Resource Conservation	Waterway dependent uses only
Riparian habitat	Resources Conservation/Various	Retention or replacement
Riparian woodlands	Resource Conservation	No removal
Wetlands	Resource Conservation/general Agriculture	Retention or replacement
Significant oak groves	Resource Conservation	Retention
Habitat for threatened, rare, or endangered species	Various	Protection of species
Vernal pools	Various	Protection of resources
Heritage trees	Various	Protection of resources
<b>FOR MANAGEMENT OF NATURAL RESOURCES</b>		
Lands to be retained in Agriculture	General or Limited Agriculture	Agriculture and related uses only
Significant mineral resource areas, unless the immediate area has been committed to other uses	Resource Conservation	Only uses that will not limit extraction
Substantial groundwater recharge areas	Resource Conservation	No decrease in water percolation
<b>FOR PUBLIC HEALTH AND SAFETY</b>		
Floodways <sup>2</sup>	Resource Conservation	Only uses that will not significantly restrict 100-year flood flow
<b>FOR RECREATION</b>		
Parks	Parks	Public facilities zone
Gold Courses	Other Open Space	Public facilities zone

<sup>1</sup> All waterways shall be designated Resource Conservation whether or not they are shown as Resource Conservation on the General Plan 2010 Map.

<sup>2</sup> These areas may also be designated for Parks.



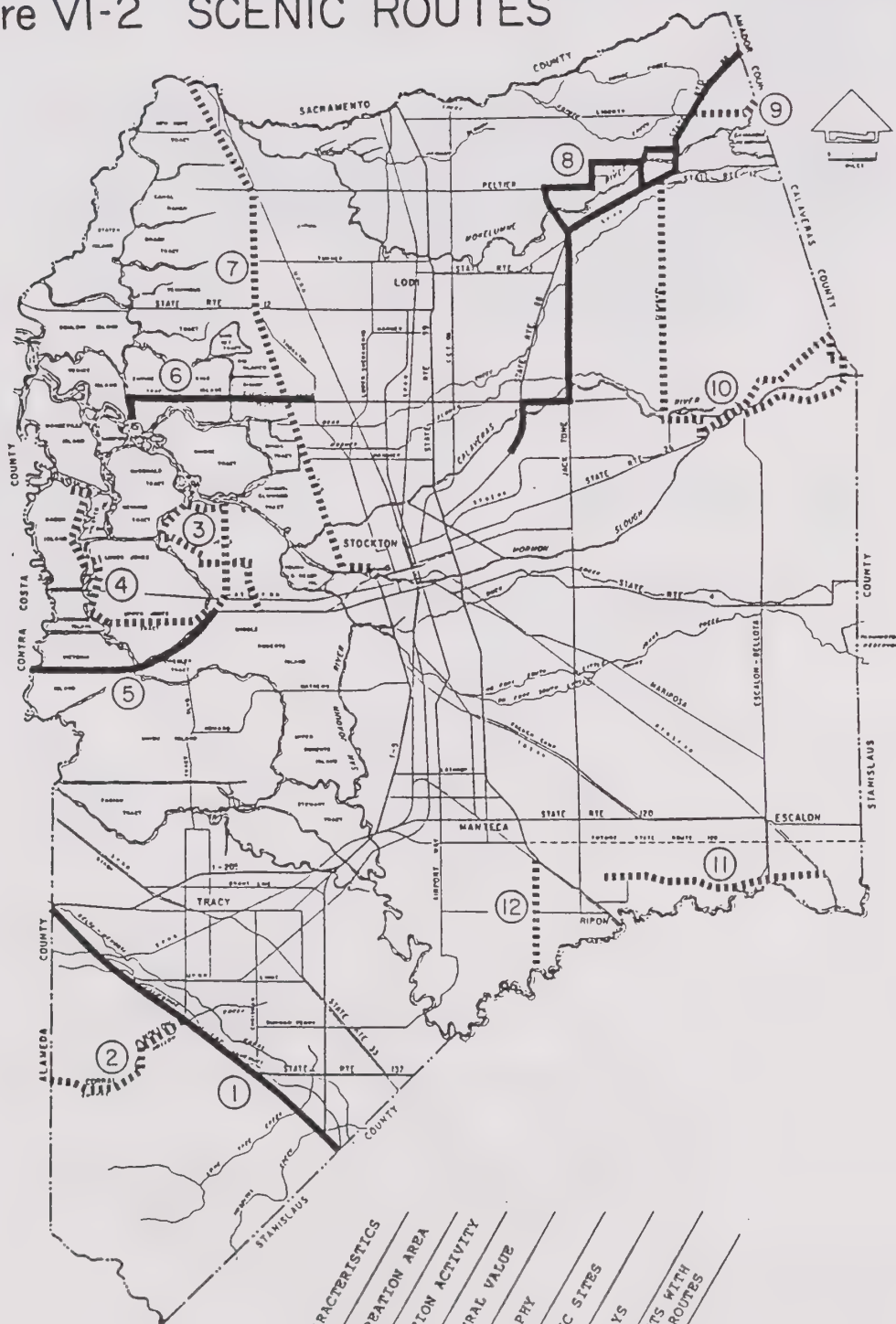


## OPEN SPACES (Cont.)

### Policies (cont.)

7. Open space within urban communities shall be ensured by maintenance of private open areas and development of recreation areas.
8. Open space areas shall be maintained between communities, as much as possible, to help preserve the identities of the communities.
9. The public should have opportunities to experience and appreciate open space resources.
10. Views of waterways, hilltops, and oak groves from public land and public roadways shall be protected.
11. Outstanding scenic vistas shall be preserved and public access provided to them whenever possible.
12. The County should recognize the roads shown in Figure VI-2 as scenic routes and as valuable in enhancing the recreational experience for County residents and non-residents. Criteria for selection of additional routes should specify that the route:
  - (a) leads to a recreational area,
  - (b) provides a representative sampling of the scenic diversity within the County,
  - (c) exhibits unusual natural or man-made features of interest,
  - (d) provides opportunities to view activities outside the normal routine of most people,
  - (e) provides a route for people to view the Delta waterways, and
  - (f) links two scenic routes or connects with scenic routes of cities or other counties.
13. Development proposals along scenic routes shall not detract from the visual and recreational experience.
14. See Bicycle Policies regarding scenic routes.

Figure VI-2 SCENIC ROUTES



ROUTE<sup>1</sup>

- 1 I-580 & I-5
- 2 Corral Hollow Rd.
- 3 Lower Roberts Island Roads
- 4 Bacon Island Road
- 5 State Rte. 4
- 6 Eight Mile & Empire Tract Roads
- 7 I-5
- 8 State Rte. 88, Jack Tone & Other Roads
- 9 Liberty Road
- 10 Clements & Other Roads
- 11 River Road
- 12 Austin Road

LENGTH  
(MILES)

CHARACTERISTICS TO RECREATION AREA	RECREATION ACTIVITY	AGRI/RURAL VALUE	TOPOGRAPHY	HISTORIC SITES	WATERWAYS	CONNECTS WITH SCENIC ROUTES

San Joaquin County  
General Plan



Note: Different patterns are used to distinguish between each scenic route.

April 1991



## OPEN SPACES (Cont.)

### Implementation

1. Open Space Designations. The General Plan land use designations of Agriculture and Resource Conservation shall be used to protect open space resources. (Planning)
2. Resource Conservation Areas.
  - (a) The General Plan 2010 Map shall designate as Resource Conservation those areas indicated as such in Table VI-1. (Planning)
  - (b) Discretionary permits shall be required for development in Resource Conservation areas. (Planning)
  - (c) Environmental assessments for development proposals within Resource Conservation areas shall identify the sensitivity of the resources and measures to protect the resources. (Planning)
3. Waterways Access. The County shall seek to develop, in coordination with the Delta Advisory Planning Council, the State Wildlife Conservation Board, the agency with flood control responsibility and other local or regional agencies, trail systems and public access sites along the County's waterways, at selected locations. (Parks & Recreation)
4. Waterways Requirements. The County shall adopt regulations and standards for development along its waterways. (Board of Supervisors, Planning)
5. Urban Open Space.
  - (a) Open space and landscaping provisions shall be included in the Development Title for developments in urban communities. (Planning)
  - (b) Density bonuses shall be offered to encourage high-quality planned development that, among other things, incorporate and integrate open space throughout the site. (Planning)
  - (c) Landscaping, to serve as a visual buffer, shall be required for all non-residential uses along Minor Arterials and higher classification roadways. (Planning)
  - (d) The County shall work with the cities to ensure retention of open space between communities. (Planning)
6. Acquisition of Open Space. The County shall determine those planned open space areas in jeopardy and shall work for public acquisition of the areas. (Parks & Recreation)



## OPEN SPACES (Cont.)

### Implementation (cont.)

7. Scenic Route Enhancement. The County shall:
  - (a) initiate a program to enhance its scenic routes by litter removal programs, route identification signs, and provision of parking at desirable viewpoints; (Parks & Recreation, Public Works)
  - (b) require landscape plans for development along scenic routes; (Planning) and
  - (c) include in the Design Review Manual guidelines for development in the viewshed of the scenic route. (Planning)
8. Hillside Ordinance. See Seismic and Geologic Hazards Chapter.

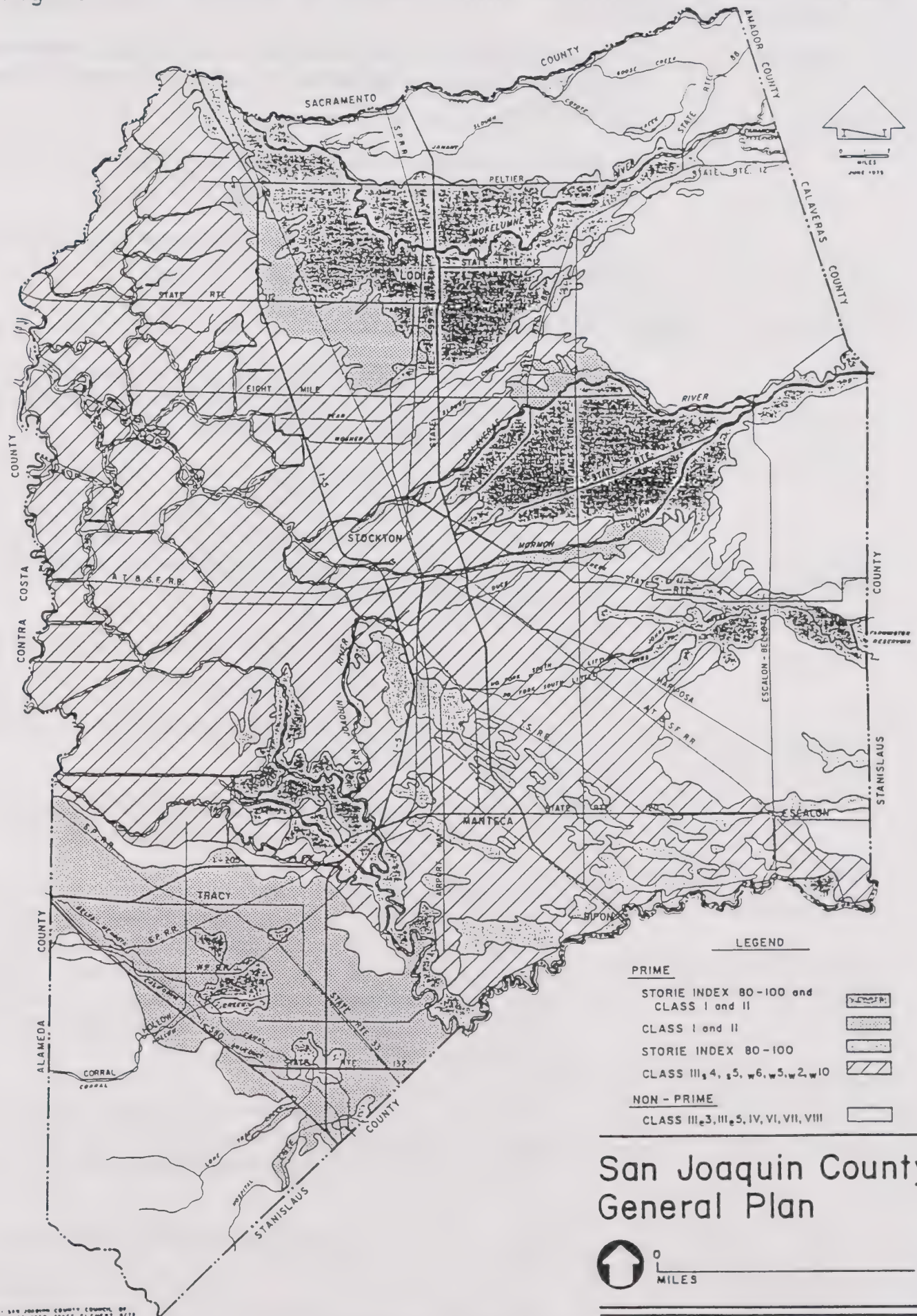
## B. AGRICULTURAL LANDS

San Joaquin County contains large areas of highly productive soils which are capable of producing a wide variety of crops (see Figure VI-3). Agriculture and related activities constitute a major portion of the economic base of the County. The gross value of agricultural production for 1987 was over \$746 million. In addition, agricultural land provides significant amounts of open space in the County. These lands help define the County's quality of life and contribute to the rural character which is highly valued by County residents.

Recent increases in demand for residential property, combined with low prices for agricultural products and rising costs of farming, have created pressure for farmers to sell their land to housing developers. As a result, large portions of the County's inventory of prime agricultural land are being considered for development by land owners or builders. These areas may not be appropriately situated to accommodate projected growth with adequate services. In addition, it is likely that more land will be available than will be needed for growth.

To allow agriculture to operate as efficiently as possible and to help assure its continued existence, it is desirable to keep as many incompatible uses out of the agricultural areas as possible. In addition, it is necessary to maintain parcels large enough for agricultural operations to be economically feasible and competitive in a commercial market. The State mapping of significant farmlands, as part of a national Important Farmland Inventory System, will provide the County with a valuable tool for identifying important agricultural lands. Until the State mapping is complete, the County will utilize information from the Soil Conservation Service when it is feasible. The Land Capability Classification System and the Storie Index will also be used to provide generalized, Countywide information (see Figure VI-3).

Figure VI-3 PRIME & NON-PRIME AGRICULTURAL LANDS





## AGRICULTURAL LANDS (cont.)

- Objectives
1. To protect agricultural lands needed for the continuation of commercial agricultural enterprises, small-scale farming operations and the preservation of open space.
  2. To recognize agricultural lands that contain concentrations of small-scale agricultural operations and dwellings.
  3. To minimize the impact on agriculture in the transition of agricultural areas to urban development.

Policies      Agricultural Land Use Categories and Densities

1. The following agricultural land use categories shall be established to promote a range of agricultural activities and preserve open space: General Agriculture, Limited Agriculture, and Agriculture-Urban Reserve.
2. General Agriculture.
  - (a) Function: The General Agriculture land use designation will be considered in areas suitable for agriculture outside areas planned for urban development where:
    - (1) the soils are capable of producing a wide variety of crops and/or supporting grazing;
    - (2) parcel sizes are generally large enough to support commercial agricultural activities; and
    - (3) there exists a commitment to commercial agriculture in the form of Williamson Act contracts and/or capital investments.
  - (b) Density: Development density shall be a maximum of one primary dwelling unit per 20 gross acres. Additional dwelling units for farm employee housing and farm labor camps may be permitted. Minimum parcel sizes shall be 20-40 acres where irrigation water is available; 80-160 acres where water is not available for irrigation. The designation of appropriate parcel sizes shall be based on the predominant existing parcel size and residential density in the area.
  - (c) Typical Uses: Typical uses include crop production, feed and grain storage and sales, aerial crop spraying, and animal raising and sales. Additional activities such as resource recovery, dairy and canning

## AGRICULTURAL LANDS (cont.)

### Policies (cont.)

operations, stockyards, and animal feedlots and sale yards require permits.

#### 3. Limited Agriculture.

- (a) **Function:** The Limited Agriculture land use designation will be considered in areas of small-scale agricultural operations where the parcels are generally between five and ten acres in size outside of areas planned for urban development, and in areas zoned AL-5 and AL-10 as of the adoption of this Plan.
- (b) **Density:** The maximum density shall be one primary dwelling unit per five gross acres. The designation of appropriate parcel sizes shall be based on the predominant existing parcel size and residential density in the area.
- (c) **Typical Uses:** Typical uses include crop production, feed and grain storage and sales, and animal raising and sales. Agricultural processing activities such as canning and meat packing operations are not permitted.

#### 4. Agriculture-Urban Reserve.

- (a) **Function:** The Agriculture-Urban Reserve land use designation will be considered in areas expected to become urban, but most likely beyond the planning period of this Plan. Such areas include:
  - (1) Urban Reserve or similar designations on a city general plan and determined by the County to be a reasonable growth area;
  - (2) areas within a city's planned urban expansion area but not needed to accommodate the urban development projected for the County's planning period; or
  - (3) areas currently undeveloped or devoted to agriculture but within the logical path of urban development of an urban community.
- (b) **Density:** The maximum density shall be one primary dwelling unit per 20 gross acres.



## AGRICULTURAL LANDS (cont.)

### Policies (cont.)

- (c) **Typical Uses:** Typical uses include crop production, feed and grain storage and sales, and animal raising. Agricultural processing and animal feeding and sales activities are not permitted.
  - (1) The operational characteristics of the use shall not have a detrimental impact on the existing or potential use or management of the surrounding properties; and
  - (2) The use shall not require a significant investment in facilities or permanent structures which are not compatible with the future urban development.
- (d) **Amendment:** Lands designated Agriculture-Urban Reserve shall be preserved in agricultural use until the need for additional urban land is demonstrated and infrastructure is available to service the development. A General Plan amendment shall be required before urban development is permitted.

#### Preservation of Agricultural Lands/Compatible Uses

- 5. Agricultural areas shall be used principally for crop production, ranching, and grazing. All agricultural support activities and non-farm uses shall be compatible with agricultural operations and shall satisfy the following criteria:
  - (a) The use requires a location in an agricultural area because of unusual site area requirements, operational characteristics, resource orientation, or because it is providing a service to the surrounding agricultural area;
  - (b) The operational characteristics of the use will not have a detrimental impact on the management or use of surrounding agricultural properties;
  - (c) The use will be sited to minimize any disruption to the surrounding agricultural operations; and
  - (d) The use will not significantly impact transportation facilities, increase air pollution, or increase fuel consumption.
- 6. All lands designated for agricultural uses and those lands designated for non-agricultural use but not needed for development for 10 years shall be placed in an agricultural preserve and shall be eligible for Williamson Act contracts.

## AGRICULTURAL LANDS (cont.)

### Policies (cont.)

Parcels eligible for Williamson Act contracts shall be 20 or more acres in size in the case of prime land or 40 or more acres in the case of non-prime land.

7. There shall be no further fragmentation of land designated for agricultural use, except in the following cases:
  - (a) Parcels for homesites may be created, provided that the General Plan density is not exceeded.
  - (b) A parcel may be created for the purpose of separating existing dwellings on a lot, provided the Development Title regulations are met.
  - (c) A parcel may be created for a use granted by permit in the A-G zone, provided that conflicts with surrounding agricultural operations are mitigated.
8. To protect agricultural land, non-agricultural uses which are allowed in the agricultural areas should be clustered, and strip or scattered development should be prohibited.
9. Agriculture shall be protected from nuisance complaints from non-agricultural land uses by appropriate regulatory and land use planning mechanisms.
10. Non-agricultural land uses at the edge of agricultural areas shall incorporate adequate buffers (e.g., fences and setbacks) to prevent conflicts with adjoining agricultural operations.
11. Opportunities for farm-related housing which facilitates efficient agricultural operations shall be provided in agricultural areas.

### Implementation

1. Farmland Mapping Series.
  - (a) The County shall participate in the Farmland Mapping and Monitoring Program. (Agriculture Extension, Agricultural Commissioner, Planning)
  - (b) The County shall use the soils information from the Farmland Mapping and Monitoring Program during project review. (Planning)
  - (c) Following the completion of the Farmland Mapping Program, the County should immediately evaluate land use designations within areas defined

Implementation  
(Cont.)

as "Prime Farmland," "Farmland of Statewide Importance," "Unique Farmland," and "Farmland of Local Significance." General Plan Amendments should be undertaken to protect these agricultural areas and to relocate planned development to less important farming land. (Planning)

2. Right-to-Farm Ordinance.

- (a) The County shall continue to maintain and administer its right-to-farm ordinance. (Building Inspection)
- (b) The County shall encourage cities to adopt right-to-farm ordinances. (Board of Supervisors, Planning)

3. Mechanisms for Preservation of Agricultural Land.

- (a) The County shall support mechanisms for the preservation of agricultural land, such as agricultural trusts. (Board of Supervisors)
- (b) The County shall investigate the establishment of financial mechanisms to preserve agricultural lands. (County Administrator, Planning)
- (c) Information pamphlets regarding tax and other benefits of conservation easements shall be provided by the County. (Assessor's Office, Planning)
- (d) The County shall study the feasibility of establishing a Transfer of Development Rights Program. (Planning)
- (e) The County shall study the feasibility of establishing mitigation fees to be paid when lands are converted from agriculture and/or open space to an urban use. Such fees could be used for programs such as purchasing development rights or fee titles to property. (Planning)

4. Agricultural Land Conversion.

- (a) The County shall request that LAFCO adopt guidelines to be used when considering annexation proposals which involve the conversion of agricultural land. (Planning)

## AGRICULTURAL LANDS (cont.)

### Implementation (Cont.)

- (b) The County shall support the adoption of State legislation which strengthens LAFCO guidelines regarding the protection of prime agricultural land. (Planning, Board of Supervisors)
- 5. General Plan Amendments. See the Growth Accommodation section of the General Plan for information regarding General Plan Amendments which convert land from agricultural to non-agricultural uses.
- 6. Minimum Parcel Size. After completion of the Farmland Mapping Program, an agricultural zoning with a minimum parcel size of no less than 80 acres shall be considered for highly productive agricultural areas. (Planning)
- 7. Buffers. The County shall conduct a study to identify appropriate buffers between agricultural operations and non-agricultural land uses to prevent land use conflicts. (Planning)
- 8. Williamson Act Contracts.
  - (a) The County shall continue to administer the establishment of Williamson Act contracts. (Planning, County Counsel)
  - (b) The County's procedures for contracts shall be amended to be consistent with the policies in this section. (Planning)
  - (c) The County shall file a notice of non-renewal for parcels smaller than ten acres in size which are held in Williamson Act contracts. (Planning)
  - (d) See the Land Availability section of the Growth Accommodation chapter for an additional implementation measure which affects parcels under Williamson Act Contracts.

## C. EXTRACTIVE RESOURCES

The primary extractive resources in San Joaquin County are sand, gravel, and natural gas. Peat soil, placer gold and silver are extracted to a much lesser extent. These are all nonrenewable resources. The County seeks to protect these resources and manage their production in an environmentally sound manner. Reclamation plays a central role in determining the impact of extractive activities on the environment by controlling waste and erosion and rehabilitating streambeds.

Sand and gravel are important resources used primarily for construction materials such as asphalt and concrete. Because materials are costly to transport, they are extracted as close as possible to their use. With the present per capita consumption and the Plan population projections, the Corral Hollow area, the major source of aggregates, could be depleted by 2004. Because these resources are limited, it is



## EXTRACTIVE RESOURCES (cont.)

important that new development not be allowed to prevent their extraction. Extraction usually involves large land areas and large-scale disruption of the landscape. Extraction activities often are characterized by noise, dust, vibrations, heavy truck traffic, visual blight, and water pollution. These characteristics can present problems for most adjacent uses. Conflicts can be heightened by activities which are located on prime agricultural soils or in the vicinity of sensitive plant and animal habitats.

Pursuant to the California Surface Mining and Reclamation Act of 1975 (SMARA), the mineral deposits in San Joaquin County have been identified and classified by the State Geologist in Special Report 160, issued August 1988. Also required by SMARA, the State Mines and Geology Board has designated the sand and gravel deposits that are of regional and statewide significance (see Figure VI-4). The principal deposits where extraction is occurring are in the southwestern portion of the County along the Corral Hollow Creek alluvial fan and along the major rivers in the eastern portion of the County (see Figure VI-4). There is a potential conflict with urban expansion of Tracy and conservation of adjacent extractive resources.

Natural gas is located in several fields under San Joaquin County. Its extraction is less disruptive to the landscape than sand and gravel extraction. Most activity occurs in the vicinity of the Delta. Although the likelihood of accidents from extraction activities is not great, the hazards do include blowouts while drilling the well, explosions and fires, and contamination of water sources. State and local regulations exist to protect against these consequences (see Figure VI-5).

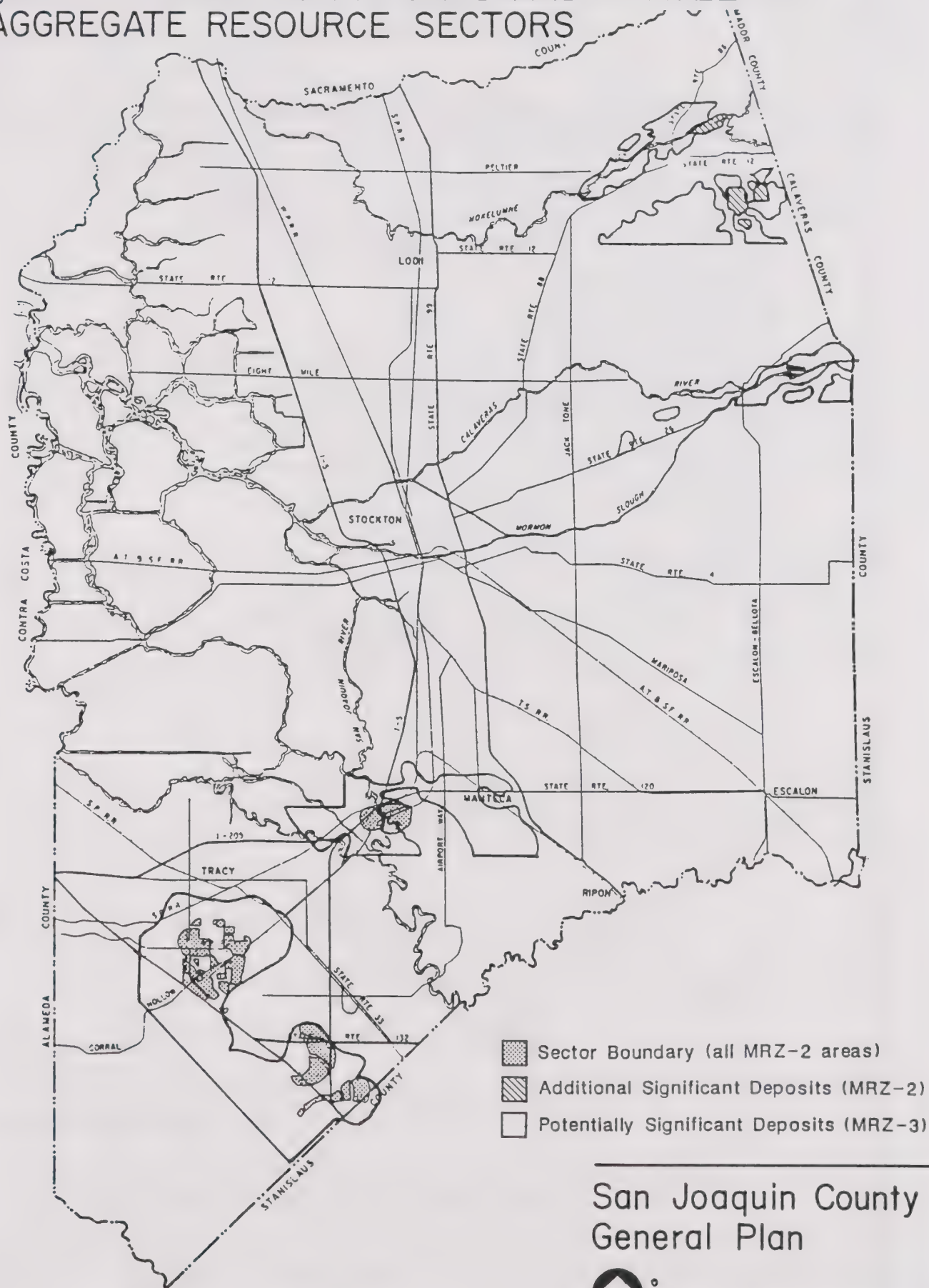
- |                   |  |
|-------------------|--|
| <b>Objectives</b> | <ol style="list-style-type: none"><li>1. <b>To protect extractive resources from urban development or encroachment.</b></li><li>2. <b>To provide for the production of extractive resources while protecting people, property, and the environment from hazards caused by resource extraction.</b></li></ol> |
|-------------------|--|

- |                 |   |
|-----------------|---|
| <b>Policies</b> | <ol style="list-style-type: none"><li>1. Mineral deposits of significant quantity, value, or quality, as identified by the State Division of Mines and Geology reports as MRZ - 2 Mineral Resource Zones (see Figure VI-4), shall remain in open space uses until extraction of resources, unless the immediate area has been committed to other uses.</li><li>2. Mined lands shall be reclaimed as soon as reasonably possible.</li><li>3. The County shall permit the development of its oil and natural gas resources, provided that such development ensures adequate protection to the resource and the environment, protects public health and safety, and is compatible with the current and projected uses of the land.</li></ol> |
|-----------------|---|

### Implementation

1. Resource Excavation Permit. The County shall continue to require a permit for all resource extraction activities. (Planning)
2. Protection of Deposits.
  - (a) All development in areas of significant sand and gravel deposits, as identified by the State Mines and Geology Board, shall require a discretionary permit, conditioned to protect the resources. (Planning)

Figure VI-4 SIGNIFICANT SAND AND GRAVEL AGGREGATE RESOURCE SECTORS



Source: State Mining and Geology Board, California Department of Conservation, August 1988.



## EXTRACTION SITES

SITE	PCC GRADE AGGREGATE	ROAD BASE
1(a)	X	
2(b)	X	
3(c)		X
4(c)		X
5		X
6	X	
7(c)	X	
8	X	
9	X	
10	X	
11(c)		X
12(c)	X	
13	X	

\* San Joaquin County

(a) Reserves below minimum threshold value, class

(b) Temporarily not in production as of January 198

(c) New operation, no commercial production as of

Source: State Mining and Geology Board, California Department of Geology  
August 1988; San Joaquin County Department of Inspection.

- (a) Reserves below minimum threshold value, classified MR2-3
- (b) Temporarily not in production as of January 1967
- (c) New operation, no commercial production as of January 1967

# San Joaquin County General Plan



## EXTRACTIVE RESOURCES (cont.)

### Implementation (cont.)

- (b) Sand and gravel deposits to be protected for resource extraction shall be designated Resource Conservation on the General Plan Map. (Planning)
- 3. Reclamation Plan. A reclamation plan, in accordance with the State Surface Mining and Reclamation Act, shall accompany all applications for mining or mineral extraction use permits. (Planning)

## D. ENERGY

Energy conservation is an important issue, and local governments have a primary responsibility for implementation of conservation programs. Local governments can exert direct control or influence over several major determinants of energy use, such as land use and infrastructure patterns, site design, and building construction. This energy section establishes guidelines for the managed use and conservation of imported energy supplies and discusses the potential for use of locally available alternative energy resources.

Energy consumed is either renewable or nonrenewable. Renewable sources are those whose supply is unlimited or can be replenished. They include solar and wind energy and, if properly managed, hydroelectric and geothermal power. Nonrenewable sources are those which are limited in supply and which will eventually be depleted. These include oil, gas, and nuclear power. At present, most energy consumed is nonrenewable. San Joaquin County's weather is ideal for development of active and passive solar heating and cooling systems.

There are four general roles which the County may play to encourage energy conservation. First, the County can influence land use and infrastructure patterns. Second, the County can act as an educator and demonstrator of energy conservation. Third, the County can create incentives to encourage energy conservation. Finally, the County can adopt regulations requiring energy conservation. Regulations can take a variety of forms and reflect varying degrees of stringency.

- |                   |   |
|-------------------|---|
| <b>Objectives</b> | 1. <b>To minimize the consumption of nonrenewable energy.</b>                 |
|                   | 2. <b>To encourage the development and use of alternative energy sources.</b> |

<b>Policies</b>	<u>Land Use and Circulation Patterns</u>
-----------------	--

- |    |  |
|----|--|
| 1. | Urban sprawl shall be discouraged in favor of compact communities, as a means of promoting an energy-efficient land use pattern. |
| 2. | Land use planning shall promote the use of public transportation, bicycles, and other alternatives to the personal automobile.   |



## ENERGY (cont.)

### Policies (cont.)

3. The County shall plan self-contained urban communities, to reduce the need to travel elsewhere for employment, commercial needs, and recreation.
4. Employment opportunities shall be encouraged in the vicinity of residential areas of urban communities, to reduce commute-related travel.

### Site and Building Design

5. New residential subdivisions shall be required to provide maximum opportunities for passive heating and cooling.
6. Cluster developments and common walls in residential or nonresidential units shall be encouraged.
7. Parking lots should be shaded in the summertime but allow winter solar access to adjacent buildings and sidewalks.
8. Energy conservation measures, such as insulation and weather-stripping, shall be promoted in existing residential structures.
9. Energy efficiency of industrial processes shall be supported.
10. The County government shall serve as an example to its citizens by considering use of energy conservation methods in its existing buildings and operations.
11. Commercial operations shall be encouraged to incorporate natural daylighting by the use of windows and skylights to reduce energy demand for lighting.
12. Industrial operations that require large amounts of hot water shall be encouraged to incorporate active solar systems in the design of buildings.

### Implementation

1. Energy Conservation Development Incentives. The County shall consider reducing automobile parking area requirements for new developments in exchange for owner-supplied transit, in-lieu fee payments for public transit, vegetation which will shade bicycle routes and parking lots in the summer, and other amenities such as secure bicycle storage facilities. (Planning)
2. Energy Information Program. Energy conservation and renewable energy resource development techniques suitable for use in existing residences shall be

## ENERGY (cont.)

### Implementation (cont.)

publicized by County government through its library system and educational systems. (Library, Superintendent of Schools)

3. Energy Regulations. The County shall continue to enforce State energy regulations governing energy consumption and use of solar and other renewable energy resources in existing and new development. (Building Inspection)
4. Industrial Design Standards. The County shall explore the possibility of establishing design standards to increase the opportunity for future use of renewable energy sources for industrial uses. These standards may include orientation of structures for solar energy use, orientation or provision of adequate structural support for solar collectors, or use of cogeneration facilities. (Planning)
5. Review of County Energy Consumption. The County shall review its own energy consumption performance and develop programs to increase its energy efficiency. (Public Works, General Services)
6. Government Automobiles. The County should purchase only high energy-efficient automobiles for the government fleet. (Purchasing)

## E. AIR QUALITY

Air pollution can affect our health, harm the natural and built environment, cause crop loss, and change the earth's climate. It has no jurisdictional boundaries. Solutions to the problem will have an effect on our daily lives. San Joaquin County is located at the northern end of the eight-county San Joaquin Valley Air Basin. The pollution potential for this air basin is very high due to the topographic and meteorological conditions which often trap air pollutants in the valley. San Joaquin County has been designated a non-attainment area, since the federal Clean Air Act and State standards for ozone and suspended particulates are exceeded. In addition, carbon monoxide standards have been exceeded in the Stockton area. To achieve compliance with standards, the County adopted an Air Quality Management Plan (AQMP) in 1982, containing strategies to reduce emissions from mobile sources, including the direct control of vehicle emissions and a plan which encourages individuals to use less polluting forms of transportation such as public transit, bicycles, and ride-sharing. In 1988, the County began an inspection maintenance program to reduce emissions from automobiles. The stationary source strategy calls for emission reductions from industrial, manufacturing, and business operations. The control strategy for area sources includes measures to control pesticides, utilization of the existing regulations for agricultural burning, and a recommendation that the State develop emission controls for off-road mobile sources and utility equipment.

The San Joaquin Valley Unified Air Pollution Control District, along with other local agencies, is continuing to plan and implement measures that will assist this region in meeting State and federal air quality

## AIR QUALITY (cont.)

standards. New state legislation requires the preparation of a plan and significant yearly reductions in emissions beginning in 1990.

Air pollution has a global effect, as evidenced by the reduction of the ozone layer and the beginning of the greenhouse effect. From a global perspective, a decrease in carbon monoxide and in chlorofluorocarbons is mandatory.

How much, where, and what type of development occurs can affect long-term air quality. Sprawling residential development distant from employment, shopping, and public transit encourages reliance on the automobile, a major source of pollution. In order to minimize automobile-related pollution associated with new development, compact, higher density residential development should be encouraged in areas where public transit is or can be made available. The concept of compact development is found throughout the Plan and is discussed further under "Transportation" in Chapter IV, Community Development, and "Energy" in this chapter.

<b>Objective</b>	<b>1. To protect public health, agricultural crops, scenic resources, and the built and natural environments from air pollution.</b>
------------------	--

<b>Policies</b>	<b>1. San Joaquin County shall meet and maintain all State and national standards for air quality.</b>
	<b>2. Motor vehicle emissions shall be minimized through land use and transportation strategies, as well as by promotion of alternative fuels.</b>
	<b>3. Projects shall be designed to minimize concentrations of carbon monoxide (hot spots).</b>
	<b>4. Air quality hazards from pesticides shall be minimized.</b>
	<b>5. The elimination of chlorofluorocarbons shall be supported.</b>

### Implementation

1. Air Quality Monitoring. The County shall participate in programs to monitor harmful air contaminants and determine their impacts. (Air Pollution Control District)
2. Evaluation of Air Quality. The County shall annually evaluate and report on air quality and periodically update air quality projections. (APCD)
3. Air Quality Plans. The County shall prepare and enforce plans to attain air quality standards. (APCD)



## AIR QUALITY (cont.)

### Implementation (cont.)

4. Project Review. The County shall develop and maintain a list of thresholds at which projects shall require air quality impact studies. The County shall condition new development to include Transportation Control Measures emphasizing alternative modes of transportation. (APCD)
5. Area Source Improvements. The County shall support measures to reduce area source pollution including:
  - (a) implementing dust control practices for construction sites;
  - (b) requiring efficient combustion controls on fireplaces;
  - (c) requiring projects to mitigate potential high levels of air pollutants; and
  - (d) protecting residential areas and sensitive receptors such as agriculture from air pollution sources. (APCD)
6. Emission Banking. The County shall continue to operate an emission banking program. (APCD)
7. Reduction in Pesticide Use.
  - (a) The County shall support State studies on pesticides and air quality. (APCD)
  - (b) The County shall provide information on options for reducing heavy pesticide use. (Agricultural Commissioner)
8. Air Quality Fees. The County shall determine, and institute as necessary, fees to fund air quality planning and programs. (APCD)
9. Alternative Fuels. The County shall support programs leading to the use of alternative fuels. (APCD)
10. Chlorofluorocarbon Elimination. The County shall support State efforts to eliminate the use and manufacture of chlorofluorocarbons. (APCD)



## F. WATER RESOURCES AND QUALITY

California and San Joaquin County continue to face an urgent challenge in developing and managing water resources to meet the needs of a growing population and economy, while at the same time protecting other natural resources. Water is important for municipal and industrial use as well as the County's agricultural industry. The Delta requires deliveries of fresh water to help repel saltwater intrusion and to maintain its nationally important wildlife habitat and fishery. A large amount of water is pumped from the County's waterways to Southern California and the Bay Area. Out-of-county demands for water are increasing. Drought years have shown the necessity of increased conservation measures and water resource management.

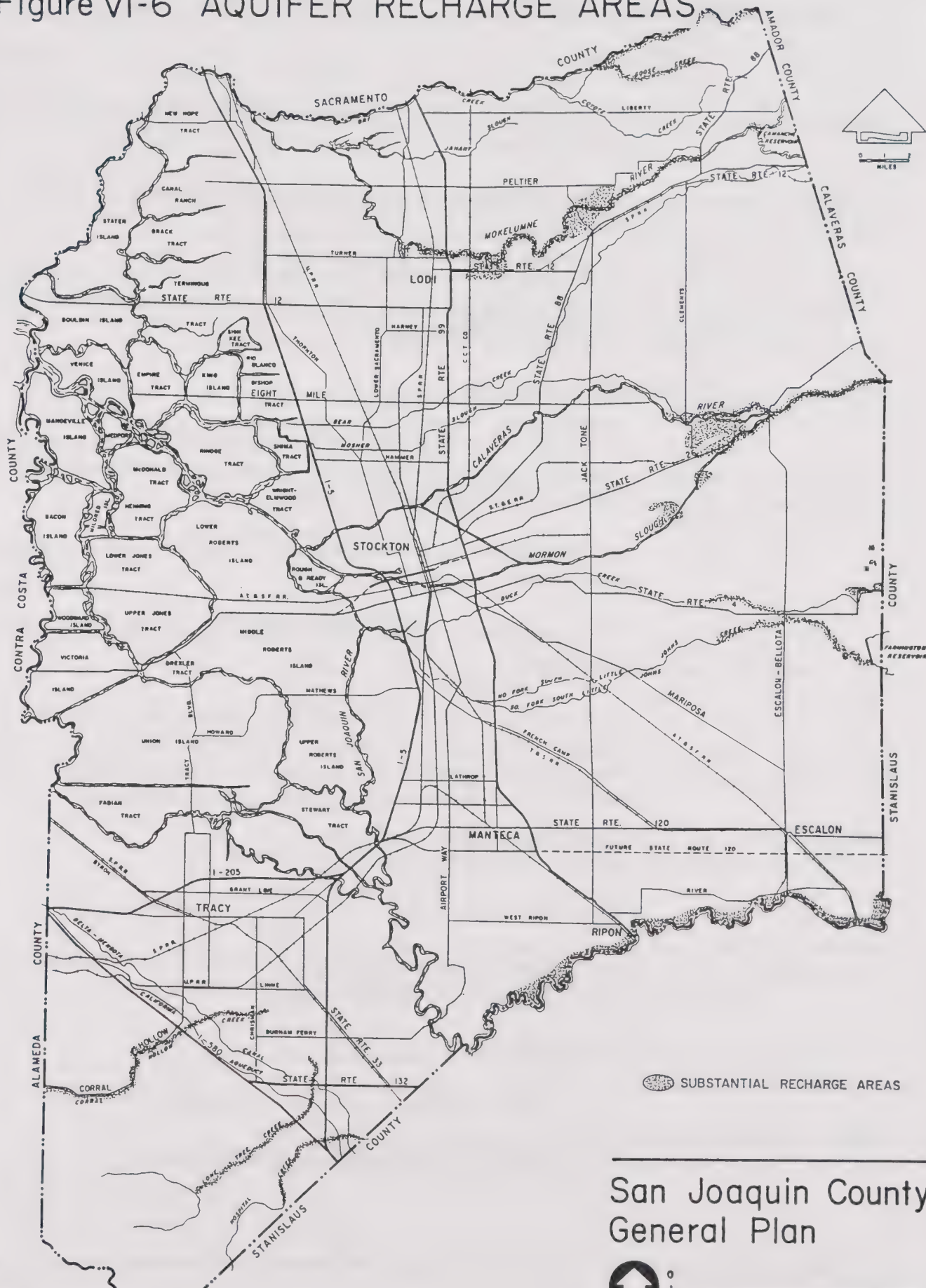
San Joaquin County's water resources include surface water and groundwater. Four rivers and numerous creeks and sloughs comprise a network of waterways in the County (see Figure II-2). The groundwater system which supplies a large proportion of domestic and irrigation water is recharged along the rivers and the alluvial fans of the rivers (see Figure VI-6). Portions of the system are being depleted and water quality has begun to suffer. Overdrafting of the aquifers has resulted in the intrusion of poor quality saline waters from the Delta groundwater.

This section is intended to recognize the significant beneficial uses provided by the County's water resources and to propose strategies for their protection and enhancement. Other aspects of water and water quality are covered elsewhere in the General Plan.

Domestic water supply	Chapter IV, Water Supply section
Waterways for recreation	Chapter IV, Recreation section
Flooding	Chapter V, Flood Hazards section
Water as habitat	Chapter VI, Vegetation, Fish, and Wildlife section

Objectives	1.	To ensure adequate quantity and quality of water resources for municipal and industrial uses, agriculture, recreation, and fish and wildlife.
	2.	To obtain sufficient supplemental water supplies to meet all municipal and agricultural needs.
	3.	To protect the groundwater basins of the County from further overdraft.
	4.	To prevent and eliminate contamination of surface water and groundwater supplies.
	5.	To recognize the surface waters of San Joaquin County as resources of State and national significance for which environmental and scenic values must be protected.

Figure VI-6 AQUIFER RECHARGE AREAS



SOURCE: CARL Dept. of Water Resources, June 1972.  
 San Joaquin County Flood Control and  
 Water Conservation District, July 1982.  
 SAN JOAQUIN COUNTY DEPARTMENT OF  
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## WATER RESOURCES AND QUALITY (cont.)

### Policies

#### Water Quality

1. Water quality shall meet the standards necessary for the uses to which the water resources are put.
2. Surface water and groundwater quality shall be protected and improved where necessary.
3. The use and disposal of toxic chemicals, the extraction of resources, and the disposal of wastes into injection wells shall be carefully controlled and monitored to protect water quality.

#### Water Resource Management

4. The County shall support coordinated efforts to obtain adequate water supplies, conjunctive use of ground and surface waters, and provisions for water storage facilities to meet expected water demand.
5. Substantial groundwater recharge areas, as shown in Figure VI-6, shall be kept in open space.
6. The replenishment of aquifers shall be supported to minimize the overdraft of groundwater.
7. The County shall support a multi-jurisdictional aquifer evaluation that involves all adjacent counties in an analysis of groundwater supplies, demand, and use. If the results of the evaluation indicate that overdrafting is occurring, a coordinated effort should be undertaken to provide an alternate water source.
8. The County shall encourage water conservation.
9. The County shall encourage wastewater reclamation efforts.
10. The County shall support properly timed, sufficient flows in the rivers to maintain spawning grounds, fish migration, and resident fish populations.
11. Water projects shall:
  - (a) incorporate safeguards for fish and wildlife; and
  - (b) mitigate erosion and seepage to adjacent lands.



## WATER RESOURCES AND QUALITY (cont.)

### Policies (cont.)

12. No water should be exported to other areas of the State unless the current and future needs of San Joaquin County can be met.
13. Water diversion projects shall protect the fishery, wildlife habitat, and recreation; shall ensure adequate water for County agricultural, municipal and industrial uses; and shall guarantee adequate Delta outflows for salinity repulsion.
14. The County shall encourage the development of artificial recharge projects of all scales within the County and cities to increase recharge to the aquifers.
15. The County shall encourage reduction of pavement area in project design and the use of permeable pavements where possible.
16. The County shall support the investigation and evaluation of subsidence within the County related to overdrafting and compaction of the groundwater aquifers in the Stockton area.

### Implementation

1. Water Quality Maintenance.
  - (a) The County shall continue to enforce its water quality regulations. (Public Health)
  - (b) The County shall continue to support State and federal programs for improving and maintaining water quality. (Public Health, Public Works)
  - (c) The County shall actively support efforts to eliminate sources of pollution and clean-up efforts of the County's waterways and groundwater. (Public Health, Public Works)
  - (d) Facilities and uses which cause water pollution shall not be permitted over substantial aquifer recharge areas or adjacent to waterways or reservoirs without adequate safeguards. (Public Health)
  - (e) Groundwater around sanitary landfills and other facilities that could pollute the groundwater supply shall be monitored. (Public Health)
  - (f) The County shall support State monitoring of surface and ground waters and publicizing of results. (Public Health)



## WATER RESOURCES AND QUALITY (cont.)

### Implementation (cont.)

- (g) The County shall coordinate the preparation of a countywide hydrologic zone map indicating areas of known groundwater quality degradation to ensure proper well construction in those areas underlain by poor water quality and prohibition of use of the resource for specific purposes. (Public Health)
  - (h) The County Environmental Health Division shall institute a private well testing program to evaluate the quality of groundwater supplied to newly constructed private domestic wells. (Public Health)
- 2. Management of Water Resources. The County shall coordinate water resource management in San Joaquin County. (Public Works)
  - (a) The County shall support the development of a single agency responsible for water supply within the County.
  - (b) The County shall coordinate the preparation of a comprehensive, County-wide groundwater management program.
  - (c) The County shall develop a single database of water use separated by major land use - agricultural, municipal, and industrial for the three geographical areas of Eastern San Joaquin, Tracy Region, and Delta. The database should be updated on an as-needed basis.
  - (d) The County shall institute a countywide groundwater monitoring program that would require all water supplies to submit annual groundwater reports to the County.
  - (e) All new water systems shall be metered.
  - (f) The County shall coordinate efforts to ensure adequate surface water supplies to meet future needs.
- 3. Water Resource Conjunctive Use. The County shall coordinate conjunctive use programs for efficient water resource management. (Public Works)
- 4. Water Conservation.
  - (a) The County shall provide information on agricultural water conservation techniques, irrigation water recycling, and incentives to install

## WATER RESOURCES AND QUALITY (cont.)

### Implementation (cont.)

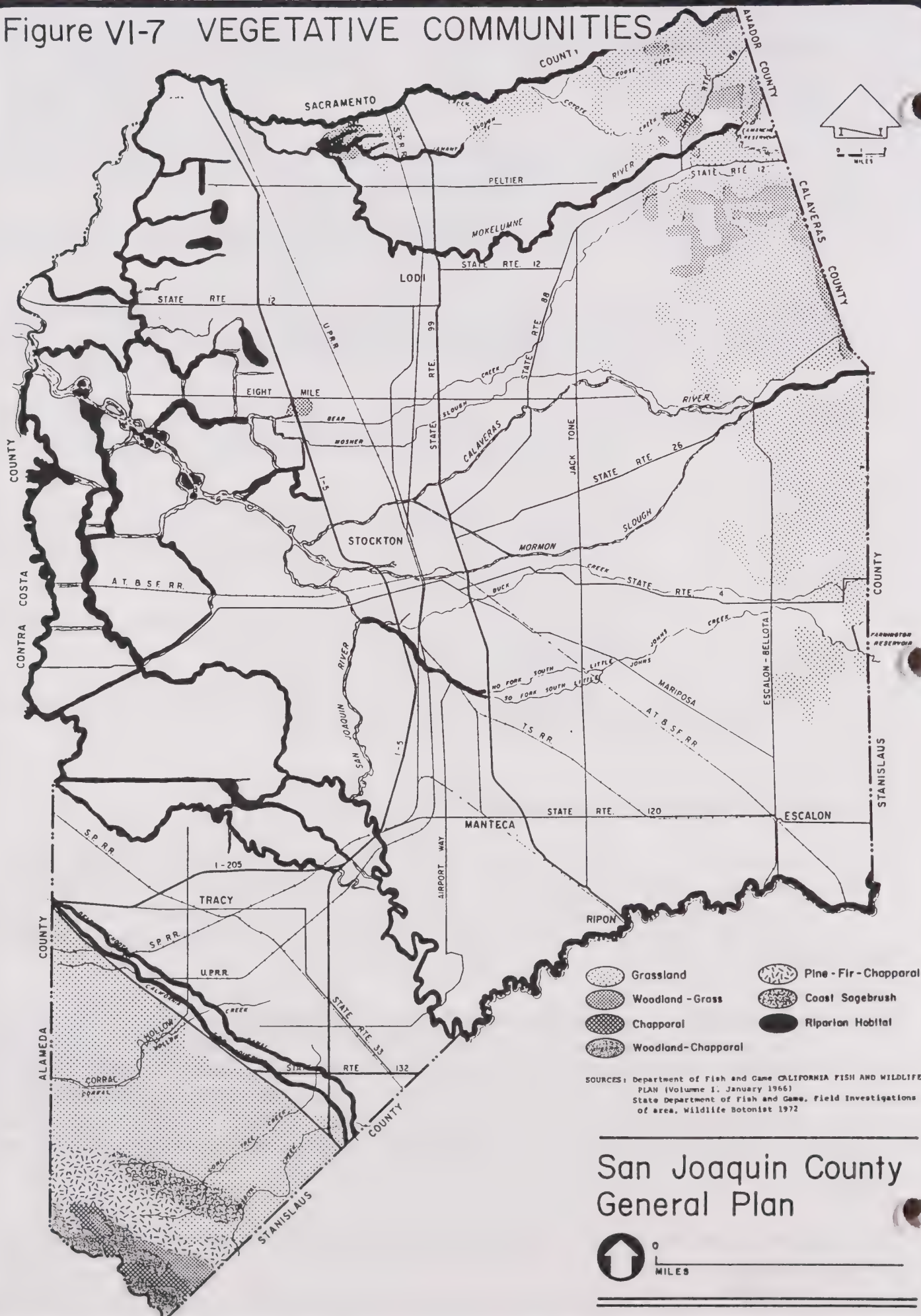
- conservation measures. (Agricultural Commissioner, Agricultural Cooperative Extension)
- (b) The County shall work with urban water purveyors to develop water conservation programs. (Public Works)
  - (c) The County shall work with the U.S. Soil Conservation Service and Resource Conservation Districts on water conservation programs. (Agricultural Cooperative Extension, Agricultural Commissioner)
  - (d) The County shall incorporate water saving landscape irrigation requirements into the Development Title. (Planning, Development Services)
5. Delta Water. The County shall work to protect and improve Delta water supplies and shall work also to eliminate reverse flows in the Lower San Joaquin River. (Public Works)
6. Injection Wells. The County shall study the feasibility of an ordinance to regulate injection wells. (Public Health, Public Works)
7. Water Policy. The County shall periodically review and update its Water Policy Statement. (Public Works)

## G. VEGETATION, FISH, AND WILDLIFE HABITAT

Vegetation, fish, and wildlife have commercial, recreational, educational and aesthetic values. As development pressures grow, the need for preservation of the valuable diversity of species becomes increasingly important. Many species of animals and plants in the County are listed by the state or federal government as being threatened or endangered or are candidates (state) or proposed (federal) for these lists.

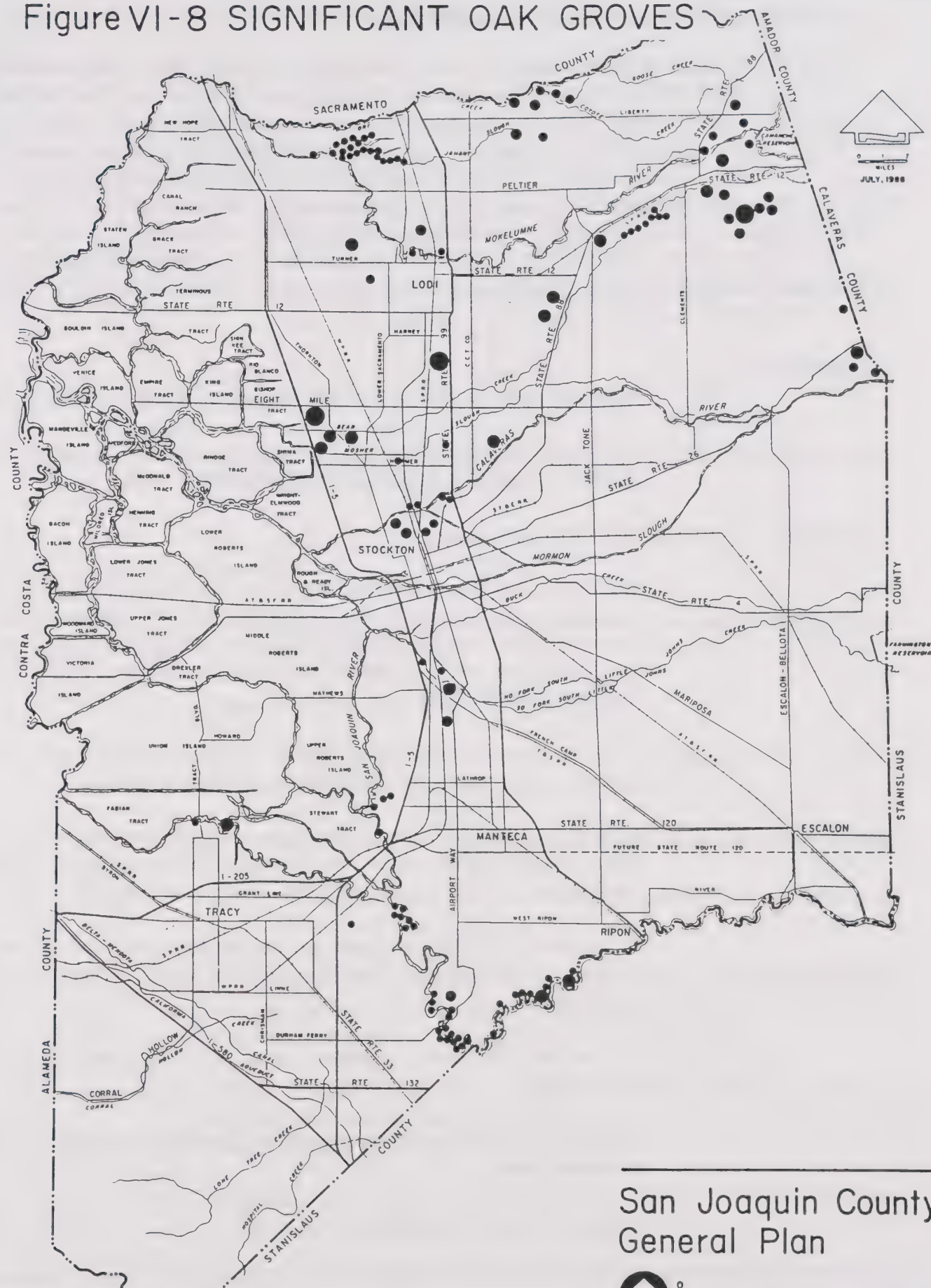
San Joaquin County contains several habitat areas of major importance. The Sacramento-San Joaquin Delta, which serves as a transition area between freshwater rivers draining the Central Valley and the saline San Francisco Bay Estuary, enables a diverse set of species to flourish in the water, the marshlands and the surrounding riparian vegetation. The Delta is particularly important to birds along the Pacific Flyway, anadromous fish, and many fur-bearing mammals. The Delta and the rivers of San Joaquin County support a commercial and recreational fishery containing many important species. Preservation

Figure VI-7 VEGETATIVE COMMUNITIES





## Figure VI-8 SIGNIFICANT OAK GROVES



MAP PREPARED JUNE, 1978 FROM AERIAL  
PHOTOGRAPHS, NOV. 1975. RESURVEYED  
JULY, 1986 FROM AERIAL PHOTOGRAPHS,  
JUNE, 1983  
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## VEGETATION, FISH, AND WILDLIFE HABITAT (cont.)

of the Delta's levee system is essential to the maintenance of the fresh water environment and the protection of the important habitat both within and along the many Delta islands. The foothills in the southwestern portion of the County contain a desert-like habitat which supports several important species of plants and animals. The most well-known of these are the San Joaquin kit fox and several birds of prey, including the golden eagle. The Sierra Nevada foothills contain mostly grassland and oaks. The floor of the Central Valley, which contains productive agricultural soils, also supports game birds and small mammals where some vegetative cover remains, as well as riparian habitat along the many waterways. The agricultural area of San Joaquin County is the major habitat in the State for the Swainson's Hawk, a State threatened species. Valley oaks, once common throughout the valley as well as in the foothills, are now scarce.

### Objectives

1. To protect and improve the County's vegetation, fish, and wildlife resources.
2. To provide undeveloped open space for nature study, protection of endangered species, and preservation of wildlife habitat.

### Policies

#### Resource Protection and Management

1. Resources of significant biological and ecological importance in San Joaquin County shall be protected. These include wetlands; riparian areas; rare, threatened and endangered species and their habitats as well as potentially rare or commercially important species; vernal pools; significant oak groves and heritage trees (see Table VI-1).
2. No public action shall significantly diminish the wildlife and vegetative resources of the County; cumulatively significant impacts shall be avoided.
3. The County shall encourage the protection of those habitat areas that are of a size or quality so that they are no more than minimally affected by adjacent development. Connection of habitat areas shall be encouraged.
4. Development in the vicinity of significant oak groves shall be designed and sited to maximize the long-term preservation of the trees and the integrity of their natural setting.
5. No net loss of riparian or wetland habitat or values shall be caused by development.
6. Development projects which have the potential to destroy wetlands shall not be permitted, unless:

## VEGETATION, FISH, AND WILDLIFE HABITAT (cont.)

### Policies (cont.)

- (a) no suitable alternative site exists for the land use, and the use is considered necessary to the public;
  - (b) there is no degradation of the habitat or numbers of any rare, threatened, or endangered plant, or animal species as a result of the project; and
  - (c) habitat of superior quantity and superior or comparable quality will be created or restored to compensate for the loss.
- 7. The County shall support feeding areas and winter habitat for migratory waterfowl.
- 8. Strips of land along waterways shall be protected for nesting and foraging habitat and for protection of waterway quality.
- 9. Boater-recreational use in the Delta should not disturb wildlife or vegetation or weaken levees.
- 10. Use of the Delta channel islands for levee materials or deposition of dredge spoils shall be strongly discouraged.
- 11. Fisheries shall be protected by:
  - (a) reducing the level of pesticides and fertilizers and other harmful substances in agricultural and urban runoff;
  - (b) designing and timing waterway projects to protect fish populations; and
  - (c) operating water projects to provide adequate flows for spawning of anadromous fish.
- 12. The County shall support restoration plans for anadromous fisheries and shall work with the California Department of Fish and Game and other agencies or organizations in developing such plans.
- 13. The County shall encourage the restoration and enhancement of once-productive degraded ecosystems, such as historic salmon runs on the Mokelumne and Calaveras Rivers.
- 14. The County shall support the establishment and maintenance of ecological preserves and accessibility to areas for nature study.

## VEGETATION, FISH, AND WILDLIFE HABITAT (cont.)

### Policies (cont.)

15. Replacement vegetation generally shall be native vegetation. Landscaping with native trees and shrubs shall be encouraged in urban areas to provide suitable habitat for native wildlife, particularly in proposed open space uses of future development.
16. Habitat that is required to be protected, restored, or created as mitigation for a project's impacts shall be monitored and maintained in accord with a County-approved program.

### Implementation

1. Natural Diversity Database. The Natural Diversity Database shall be used to determine location of significant species for environmental assessment of projects. (Planning)
2. Trees. The County shall:
  - (a) adopt regulations to protect native oaks and heritage trees and
  - (b) require street trees as a condition of residential development. (Planning)
3. Species Protection. The County shall:
  - (a) prepare and adopt regulations to protect special status taxa;
  - (b) address protection and preservation of special status taxa in review of development applications; and
  - (c) work with the California Department of Fish and Game to develop methods to save listed species such as the Swainson's Hawk. (Planning)
4. Habitat Protection, Preservation, and Restoration Program.
  - (a) The County shall develop and implement, with the California Department of Fish and Game, a program to protect, restore, and manage wildlife and habitat resources. The project shall include establishment of financing by project mitigation funds. (Planning)
  - (b) The County shall support habitat conservation and restoration plans for special-status taxa and shall work with the California Department of Fish and Game and other agencies or organizations in developing such plans. (Planning)



## VEGETATION, FISH, AND WILDLIFE HABITAT (cont.)

### Implementation (cont.)

- (c) The County shall develop an integrated vegetation management program for County-owned and maintained properties which will serve to reduce the extent of long-term maintenance, reduce the need for pesticide applications, and enhance the wildlife habitat value of these areas. (Agricultural Commissioner)
  - (d) The County shall educate and encourage farmers and other land owners to preserve and enhance natural vegetation in and adjacent to cultivated areas. (Agricultural Commissioner)
  - (e) In the Delta region of the County, the County shall encourage management practices that will preserve and enhance the wildlife habitat value of the area. These include:
    - (I) planting of corn, milo, wheat, and other grain crops with a high wildlife value;
    - (II) management and harvest techniques that leave some waste grain and stubble of unharvested strips or patches in fields;
    - (III) experimental planting and flooding to maximize waterfowl use at selected locations in the Delta area; and
    - (IV) establishment and long-term maintenance of hedgerows along field edges, irrigation channels, and on the outboard side of levees in the Delta region, consistent with the recommended integrated vegetation management program. (Agricultural Commissioner)
  - (f) The County shall study locations for ecological preserves and reserves. (Planning, Parks & Recreation)
5. Wetlands and Riparian Habitat. The County shall protect and restore wetlands habitat and riparian habitat by:
- (a) assessing potential project impacts on the resources;
  - (b) requiring project proponents to mitigate impacts and fund habitat restoration and post-project monitoring;
  - (c) preparing and adopting wetlands regulations;



## VEGETATION, FISH, AND WILDLIFE HABITAT (cont.)

### Implementation (cont.)

- (d) prohibiting the use of rip-rap above the high water line; and
  - (e) supporting independent ongoing projects by the Department of Fish and Game or other agencies to create or restore wetlands and riparian habitat and establish jurisdictional control for project monitoring. (Planning, Public Works)
- 6. Natural Area Acquisition. The County shall support the protection of valuable ecological lands by:
  - (a) acquiring conservation easements along the Mokelumne River;
  - (b) supporting conservation easements at Brovelli Woods;
  - (c) supporting acquisition and development of lands for wildlife and habitat protection and enhancement;
  - (d) encouraging the involvement of private land trusts such as The Nature Conservancy;
  - (e) supporting a State study of mitigation banking for habitat; and
  - (f) seeking State acquisition of ecological reserves. (Parks & Recreation, Planning)
- 7. Boating Speed Limits. The County shall establish, in coordination with the State Division of Boating and Waterways, operating restrictions such as boating speed limits in environmentally sensitive and hazardous areas of the Delta. (Sheriff)
- 8. Water Quality Improvement. The County, in coordination with the U.S. Fish and Wildlife Service and the California Department of Fish and Game, shall develop a program to significantly reduce pesticide use. (Agricultural Commissioner)
- 9. In-Stream Fish Protection. The County shall promote efforts to determine required flow levels and other stream characteristics (e.g., temperature) to support fish life in waterways which flow through San Joaquin County. (Parks & Recreation)
- 10. Project Referral to Environmental Organizations. The County shall encourage review and comments from private resource and conservation organizations,

## VEGETATION, FISH, AND WILDLIFE HABITAT (cont.)

### Implementation (cont.)

particularly for projects which could affect the County's biotic resources.  
(Planning)

11. Ecological Information Programs The County shall support programs that encourage and teach respect for the environment. (Parks & Recreation)

## H. HERITAGE RESOURCES

Although very little archaeological work has been performed in San Joaquin County, the Central Valley has been linked with prehistoric cultures. Several artifacts have been uncovered in the County. Native American Indians, archaeologists and others have opposing views about how to respond to recent discoveries.

San Joaquin County contains many physical links with its historic and prehistoric past. Historical sites, buildings and objects are reminders of the County's unique heritage and its place in the development of the state and nation. Historic preservation seeks the identification and protection of these reminders. Programs of historic preservation exist at the County level, and are linked with those of cities and with state and federal preservation programs. The County already contains several sites and structures which have been identified and listed on the National Register of Historic Places or designated as California State Historical Landmarks or Points of Historical Interest.

- |           |  |
|-----------|--|
| Objective | 1. To protect San Joaquin County's valuable architectural, historical, archaeological and cultural resources.  |
| Policies  | <ol style="list-style-type: none"><li>1. The County shall continue to encourage efforts, both public and private, to preserve its historical and cultural heritage.</li><li>2. Significant archaeological and historical resources shall be identified and protected from destruction. If evidence of such resources appears after development begins, an assessment shall be made of the appropriate actions to preserve or remove the resources.</li><li>3. No significant architectural, historical, archaeological or cultural resources shall be knowingly destroyed through County action.</li><li>4. Reuse of architecturally interesting or historical buildings shall be encouraged.</li><li>5. The County shall promote public awareness of and support for historic preservation.</li></ol> |

## HERITAGE RESOURCES (cont.)

### Implementation

1. Heritage Information Program. The County shall establish an educational program to be administered through the County Museum to acquaint the County's population with its landmark programs and preservation issues. (County Museum)
2. Promotion of Historic Preservation.
  - (a) The County shall continue to support and fund historical preservation efforts, such as the County Museum complex at Micke Grove, Harmony Grove Church, and Haggin Museum. (County Museum, Parks & Recreation)
  - (b) A Historic Preservation Commission shall be established to promote heritage preservation programs. (County Museum)
3. Historic Resource Inventory. The County shall inventory heritage resources in the unincorporated area and shall encourage inventories in the cities. (County Museum)
4. Historic Preservation Regulation. The County Development Title shall include archaeologic and historic preservation regulations which will specify procedures to be followed in the event that significant resources are discovered during the development process. (Planning)
5. Registration of Historic Properties. Owners of eligible historic properties shall be encouraged to apply for State and federal registration and to participate in tax incentive programs for historic restoration. (County Museum)

## VII. OVERALL IMPLEMENTATION PROGRAM

The General Plan is not an implementation tool in the sense of an ordinance or a funding program. However, the Plan establishes the rationale, goals, objectives, and policies for future action. The intent of this chapter is:

1. to describe the various techniques, strategies, and methods that need to be undertaken or continued by the County in implementing its General Plan; and
2. to highlight new implementation actions from Chapters IV-VI, with the responsible county department and the time period within which the action should occur.

### A. COUNTY PLANS, REGULATIONS, AND STANDARDS

For implementation of the General Plan, State law permits, and in some cases requires, various implementation documents, such as a zoning ordinance. The following list summarizes the planning-related documents.

1. **Master Plans and Public Financing Plans.** These plans must be prepared on a community-wide basis for any new or substantially expanded community. The Master Plan addresses required public services and facilities, resource management affordable housing, and jobs. The Public Financing Plan describes how the services and facilities will be financed.
2. **Specific Plans.** These plans, provided for by the State Government Code Section 65450, address all required elements of the General Plan, generally in more detail than does the General Plan. They are prepared for specific, limited areas.

The General Plan requires a Specific Plan to be prepared for any new community or for a substantial expansion of an existing community.

3. **Special Purpose Plan.** The Special Purpose Plan is a key implementation technique established by this Plan. It is explained in Table VII-1.

The General Plan requires Special Purpose Plans for new or significant Freeway Service and Commercial Recreation projects.

4. **Miscellaneous Plans.** These plans are required by State law or County need and address a single subject, such as solid waste management, hazardous waste management, or emergency response.



## COUNTY PLANS, REGULATIONS, AND STANDARDS (cont.)

The General Plan calls for the following miscellaneous plans to be maintained or prepared:

### New Plans

Master Drainage Basin Plans  
Strategic/Marketing Plan  
Transportation System Management Plan  
Bicycle Plan  
Air Quality Plan  
Integrated Waste Management Plan  
(replaces the Solid Waste Management  
and the Hazardous Waste Management Plans)

### Existing Plans

Library Facilities Master Plan  
Hazardous Materials Management Plan  
Emergency Operations Plan

5. **Development Title and Other Ordinances.** San Joaquin County has chosen to combine all of its ordinances related to development into one document. The Development Title includes the mandated zoning districts, development regulations, subdivision regulations, public service requirements, and application processing requirements.
6. **Zoning Maps.** The Zoning Maps reflect the zoning districts described in the Development Title. The mapping is parcel-by-parcel, unlike the General Plan 2010 Map, which shows general locations for broad land use categories.

Zoning must be consistent with the General Plan. Table VII-2 shows the conventional zones that are consistent with each General Plan land use category.

Planned Development zoning is used to tailor regulations, such as land use intensities and development standards, to a particular site. The Plan recommends the use of Planned Development zones:

- (a) in urban settings to accommodate mixed land uses or to promote a variety of housing types and greater open space;
  - (b) within Resource Conservation areas to protect sensitive environmental resources; and
  - (c) within areas with environmental hazards to provide for safe development.
7. **Administrative Regulations.** These regulations include specific requirements for development, which might vary with project site and conditions. Existing and proposed regulations include a Public Works Design Manual, Planning Design Review Manual, Public Health Services Regulations, and Air Quality Rules and Regulations.

**Table VII-1**  
**SPECIAL PURPOSE PLAN**

<b>Geographic Areas</b>	Part of a community or larger area.
<b>Contents</b>	<p>Discretionary, but must include map and text. May include any or all of the following:</p> <ol style="list-style-type: none"> <li>1. location of and standards for land uses, structures, and facilities;</li> <li>2. location of and standards for roads and other transportation facilities;</li> <li>3. location of and standards for sewage treatment, water, storm drainage facilities, or other improvements;</li> <li>4. standards for the conservation, development, and use of resources;</li> <li>5. standards and measures for mitigating environmental impacts;</li> <li>6. phasing and financing of improvements. The level of detail may be specific or conceptual, as appropriate.</li> </ol>
<b>Relationship to Other Plans</b>	Intended to facilitate implementation of the General Plan and be consistent with it. Different from a Specific Plan in that it is not specified in State law and does not have required contents. It is to be focused and is not to be substituted for a more comprehensive Specific Plan.
<b>Legal Effect</b>	All improvements and land uses must be consistent with any Special Purpose Plan.
<b>Typical Applications</b>	For use in designated Commercial Recreation areas and Freeway Service areas; to plan for utilities in specific areas; to establish roadway locations and rights of way; for proposals for new airports and major expansions of existing facilities; to coordinate improvements such as noise barriers or fencing; to establish aesthetic standards for an area; to provide a comprehensive parking plan for a commercial area.

TABLE VII-2  
IMPLEMENTING ZONES FOR GENERAL PLAN LAND USE DESIGNATIONS  
GENERAL PLAN DESIGNATIONS

ZONING DISTRICTS

	R/R RURAL						R/VL VERY LOW DENSITY						R/L LOW DENSITY						R/M MEDIUM DENSITY						R/MH MEDIUM-HIGH DENSITY						R/H HIGH DENSITY						C/N NEIGHBORHOOD						C/C COMMUNITY						C/G GENERAL						C/O OFFICE						C/FS FREEWAY SERVICE						C/RS RURAL SERVICE						C/R RECREATION						I/L LIMITED						I/G GENERAL						I/T TRUCK TERMINALS						A/G GENERAL						A/L LIMITED						A/UR URBAN RESERVE						DS/RC RESOURCE CONSERVATION						DS/O OTHER OPEN SPACE						P PUBLIC (INCLUDES PARKS AND SCHOOLS)						M/X MIXED USE																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																								
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NOTE: 1. Application of zones is to be based on the General Plan policies.



## **B. PROJECT REVIEW PROCESS**

The County's project review process involves the examination of development proposals for their conformance with the County General Plan and the documents cited above. Through the active participation of several County departments, this process has the most direct influence on the County's ability to carry out the primary development and conservation policies of this Plan. Key components of the review process include environmental assessment and permit review, as specified in the Development Title.

Many projects require public hearings which are held by the Planning Commission and, in some cases, by the Board of Supervisors. Conditions may be applied to discretionary projects to ensure conformance with County policies.

The General Plan requires all development approvals to be consistent with the General Plan.

## **C. ENVIRONMENTAL REVIEW**

The County's environmental review process, which is mandated by the California Environmental Quality Act (CEQA), plays a crucial role in the implementation of many policy areas of the General Plan. Each discretionary project is reviewed for its effects on the physical environment. When potentially significant environmental effects of a project are identified, the preparation of an Environmental Impact Report is required to analyze those impacts in depth, to develop mitigation measures which can be incorporated into the project to minimize or avoid impacts, and to evaluate alternatives to the project that might eliminate the adverse effects. Many of the Plan's goals and objectives are implemented through this process, particularly those dealing with avoidance of hazards and the preservation of natural and heritage resources.

## **D. CAPITAL IMPROVEMENTS AND LAND ACQUISITION**

Through its expenditures for improvements and acquisition of land, the County meets many of the needs identified in the General Plan. Capital improvements include roads; public buildings and equipment; sewer, water, and drainage facilities; and parks. The County will be working toward the development of a five-year Capital Improvement Program (CIP) to coordinate capital expenditures. The CIP must be reviewed for consistency with the County General Plan. The CIPs of other public agencies, and proposed land acquisitions, must also be reviewed by the County for consistency with the Plan, if the projects are in the unincorporated areas.

## **E. REDEVELOPMENT AND REHABILITATION**

The fact that the overwhelming majority of the housing to be constructed by private builders during the planning period will be targeted toward middle and upper-income home buyers necessitates that the County play a more active role in the rehabilitation of existing housing and the redevelopment of declining



## REDEVELOPMENT AND REHABILITATION (cont.)

urban and rural areas. The Neighborhood Preservation Division of the Community Development Department administers single and multi-family housing rehabilitation programs which address several of the affordable housing aspects of the General Plan. In addition to continuing existing programs, the County will utilize redevelopment as a strategy for plan implementation. The redevelopment approach involves designating certain areas for revitalization and channeling public and private investment into such areas.

### F. FINANCING OF DEVELOPMENT

The County will need to expand its existing infrastructure and service capacity to serve the new households and businesses. In addition to the typical urban services required to accommodate new growth such as public water, sewerage, stormwater drainage, and parks, the County will also need to expand its countywide services for health, public assistance, criminal justice, etc. The ability to finance these improvements is restricted by State law, and assurance that the County will be able to maintain its fiscal soundness will depend on packaging a variety of financing techniques.

1. **Financing Options.** The County must address how it wishes to finance various improvements. Some are funded by one-time levies (e.g., dedications and exactions); others by on-going levies (e.g., taxes). Financing in this manner is commonly known as "paying as you go."

In some instances, especially where the project involves tens of millions of dollars, it may be more beneficial for the County to use debt financing, which involves the raising of capital funds through the marketing of securities to institutional and/or private investors. Under this method of financing, the principal and interest are usually paid back over a number of years. An underlying principle regarding the decision to debt finance an improvement is that the use of public capital stretches over many years, and it is appropriate that those who enjoy the benefits should also pay. If the continuing merit of the improvement is questionable and the expenditures would be relatively short-lived, then the improvement may be more easily and appropriately fitted into current budgets than paid for by borrowing.

2. **Revenue Sources.** Six distinct revenues sources are available to the County for provision of public services: taxes, service charges, impact fees, special assessments, dedications, and grants/loans. Each source is described below in terms of the services for which it is best suited.

**Taxes.** Taxes are usually levied on the general population and are not specifically tied to the benefit received by the payer. They commonly accrue to the general fund to finance major ongoing service costs such as health, criminal justice, social services, education, and parks and recreation. They are especially appropriate for highways, police and fire service, parks and recreation, and libraries. The State legislature determines which taxes can be imposed by counties. Key potential taxes for the County to consider include:

## FINANCING OF DEVELOPMENT (cont.)

- sales taxes on retail transactions, which can be used to fund highway, road and transit improvements, road maintenance, jails, and other improvements;
- motor vehicle fuel taxes, restricted to highway and guideway purposes;
- property taxes, which can be used to support general obligation bonds, but the bonds require two-thirds voter approval;
- Mello-Roos taxes, which can be used to pay for public facilities, including schools, police and fire services, that specifically benefit a defined district; and
- other taxes, such as transient occupancy and property transfer taxes.

**Service Charges.** The County is authorized to charge for services provided. Potential services that are particularly desirable for service or user charges include water and sewer, and planning and engineering services. Such charges are limited to the actual cost of providing the service, plus administrative overhead.

**Impact Fees.** Impact fees are charges imposed upon new development by local governments to fund facility or service requirements. Also known as developer fees or connection fees, they must bear a reasonable relationship to the demand created by the new development, and improvements financed must benefit the project. Impact fees should be considered a primary revenue source for water and wastewater improvements and operations and for transportation improvements. They should be considered a potential revenue source for recreation.

**Assessments.** Assessments are charges levied against real property by local governments to finance the construction or maintenance of public improvements. The charges must be imposed in proportion to the benefit conferred upon the property and the benefit to the assessed property must be greater than the benefit received by the public at large. These charges differ from fees in part because they are levied on existing properties as well as new properties. The assessed properties must fall within the "area of benefit." Services that can be appropriately funded with assessments include local roads, sewers, water systems, libraries, parks, landscaping, and flood control projects.

**Dedications and Exactions.** Dedications and exactions are levied on developers by local governments for the privilege of developing land. They differ from fees in that they are usually negotiated on a project-by-project bases. Whereas dedications typically involve an improvement, such as a road or park facility, exactions involve cash payments for off-site improvements. Recent court cases require that jurisdictions carefully establish a connection between the development and the dedication to avoid court challenges. These revenue sources should be used for local roads, drainage, water, sewer, parks and recreation, and occasionally highways.

## FINANCING OF DEVELOPMENT (cont.)

**Grants and Loans.** Although few, federal and state grants and loans do exist. The funds that are available are limited in amount, restricted in application to highway and recreation for the most part, and highly competitive. The County should not rely on these sources to contribute significantly to public improvements.

3. **Fiscal Coordinator.** Financing of development involves several County departments. It is important that financing be directed by and coordinated out of the County Administrator's Office. A coordinator could be responsible for the Capital Improvement Program; fiscal assessment of projects; and establishment of procedures for collection, use, and administration of all development-related revenue sources.
4. **Special Financing Measures.** See individual chapters of this Plan.

## G. INTERJURISDICTIONAL COORDINATION

The County cannot deal with growth by itself. It must work closely with other jurisdictions on addressing problems, finding solutions, and paying for new development. The Plan recommends that the County take a lead role in coordination of transportation system financing and water resource management. Table VII-4 summarizes programs of other jurisdictions to be supported by the County.

The Plan includes specific coordination mechanisms for working with other agencies on issues of mutual concern. The County will also continue to request comments from all involved agencies on review of proposed projects.

## H. CITIZEN PARTICIPATION

1. **Public Hearings.** The County encourages and invites community participation in all major development issues affecting the County. The most common forum for expressing public opinion comes at public hearings before the Planning Commission and Board of Supervisors. The County is required by State law to properly notice these hearings to ensure that there is public awareness and that there are opportunities to comment.
2. **Information Programs.** A key technique for promoting public participation in the comprehensive planning process is to sensitize the public to the issues and to provide forums for debate of these issues. The Plan contains numerous recommendations for the development and implementation of information programs.



## I. DATABASE MANAGEMENT

This General Plan calls for the County to establish a growth monitoring system to be able to better manage the pace and location of development and provide necessary public services. Data regarding the amount of new residences and businesses by geographic location will also enable the County to maintain and update the Council of Governments' traffic model and to update the formulas used to derive the impact fees. The data system will be valuable also for environmental assessments and for monitoring costs and revenues.

1. **Geographic Area of Analysis.** Data should be collected and recorded at the parcel level. This enables easy aggregation to larger units of analysis such as the COG's traffic analysis zones, the U.S. Census Bureau's census tracts, and the County's Planning Areas.
2. **Type of Data.** Various types of data need to be collected in order to serve the purposes identified above. Key parcel attributes (identification, location, characteristics), primary and specific land use types, structures, services, assessments, General Plan and zoning designations and environmental information are all needed.

For residential uses, it would be desirable to monitor the number of occupants, household income, and housing value. These data would be valuable to estimate need for services and to monitor housing supply. For commercial and industrial uses, information on the number of employees is necessary for the traffic model.

3. **Database Maintenance.** Creation of the baseline conditions and establishing the framework for data collection and entry is an extremely time consuming effort, and an adequate allotment of time, staff, and resources must be made to make the program effective. If the County is to make the initial investment in creating the database management system, it must similarly assure that the database is maintained and updated on a regular basis. If this is not done, the initial investment is lost.

## J. GENERAL PLAN MONITORING AND UPDATE

1. **Annual Review.** Preparation and adoption of the General Plan is a beginning step in the comprehensive planning and development of San Joaquin County. Its basic purpose is to provide a guide for specific action. State planning law requires that the Planning Commission annually submit a report to the Board of Supervisors on the status of the Plan and the progress of its application. By going through this process, it is possible to regularly reexamine the plan's premises and evaluate progress made on its implementation. Implementation actions may need to be modified annually as new studies are completed.
2. **General Plan Update.** The San Joaquin County General Plan reflects a twenty year planning period. This time frame allows for the systematic implementation of a desired land use pattern and installation of required public improvements. To provide for flexibility and responsiveness to change, the Plan also should be reviewed annually and comprehensively reviewed and revised



## GENERAL PLAN MONITORING AND UPDATE (cont.)

at five- to ten-year intervals. This periodic update enables the Plan always to maintain at least a 10-20 year time frame.

The update of the Plan is not synonymous with total revision. Once adopted, the General Plan establishes a basic policy framework which must be followed over time. The purpose of reviewing the Plan at intervals is to allow it to adjust to changing conditions, the availability of more recent planning data, and shifts in community values.

3. **General Plan Amendments.** In conformance with Section 65358(b) of the State Government Code, General Plans may be amended as often as four times a year. At each occasion, there is no limit to the number of individual requests that can be reviewed. The County should consider all necessary changes to the plan text at one of the four amendment hearings each year. Wholesale changes to the General Plan are neither encouraged nor anticipated within the periods between major reviews.

General Plan Amendments and conditions for their approval are considered in the implementation actions of the Growth Accommodation section.

## K. SPECIFIC IMPLEMENTATION ACTIONS

Tables VII-3 through VII-5 highlight General Plan implementation actions that generally are new.

TABLE VII-3  
NEW ACTIONS FOR GENERAL PLAN IMPLEMENTATION

PLAN SECTION	SUMMARIZED ACTION	DEPARTMENT	TIMING
Growth Accommodation	Develop a <u>database</u> for land use planning	P	S, O
	Prepare a <u>Design Review Manual</u>	P	S
	Adopt urban <u>service standards</u>	CAO	S
	Establish a <u>fiscal impact coordinator</u> position	CAO, BOS	S
	Establish <u>funding program</u> for infrastructure and services	CAO	S
	Conduct Comprehensive <u>fee study</u>	CAO	S
	Adopt development <u>impact fees</u>	CAO	S
	Adopt <u>financing policies</u>	CAO	S
	Adopt procedures for use of <u>funding mechanisms</u>	CAO	S
	Prepare a <u>comprehensive fee study</u>	CAO	S
Interjurisdictional Coordination	Form <u>committee of governmental managers</u>	CAO	S
	Develop an <u>interjurisdictional funding program</u> for transportation facilities	PW, CAO	S
Economic Development	Establish <u>job training/retraining programs</u>	E	S
	Maintain an up-to-date <u>Strategic/Marketing Plan</u>	E	S, O
Housing	Establish <u>housing database</u>	P	S
	Establish <u>historic districts</u>	M, P	L

**TABLE VII-3 (Cont.)**  
**NEW ACTIONS FOR GENERAL PLAN IMPLEMENTATION**

PLAN SECTION	SUMMARIZED ACTION	DEPARTMENT	TIMING
Transportation System Design and Management	Adopt <u>Transportation System Management Plan and Ordinance</u>	PW, P	S
Roadways	Develop <u>standards for traffic studies</u>	PW	S
	Establish <u>access standards</u> for road encroachments	PW	S
Public Mass Transit	Study feasibility of <u>out-of-county transit</u> to the north, east, and south	PW	S
	Increase <u>passenger rail service</u> : improved service and routes to Sacramento and Tri-Valley	PW	O
	Establish funding priorities for <u>rail grade crossing improvements</u>	PW	S
Funding Transportation	Maintain a <u>Transportation Capital Improvements Program</u>	PW	S, O
Bicycles	Develop a <u>bicycle plan</u>	PW	L
Wastewater Treatment	Develop <u>septage disposal facilities</u>	PW, H	S
Storm Drainage	Prepare master <u>drainage basin plans</u>	PW	L
Solid Waste	Prepare <u>ordinance requiring solid waste collection and recycling</u>	PW	S
	Adopt <u>Integrated Waste Management Plan</u>	PW	S
Recreation	Acquire <u>parkland</u> , including regional park sites	PR	L
	Prepare <u>economic study of recreation</u>	PR	L

TABLE VII-3 (Cont.)  
NEW ACTIONS FOR GENERAL PLAN IMPLEMENTATION

PLAN SECTION	SUMMARIZED ACTION	DEPARTMENT	TIMING
Recreation (cont.)	Acquire <u>conservation easements</u> , and possibly sites, along the Mokelumne River	PR	L
	Provide for <u>bank fishing, camping, and nature study areas</u>	PR	L
	Develop a program for a <u>trail system</u>	PR	L
	Develop programs for <u>park funding</u>	PR	S
Libraries	Establish new or expanded <u>libraries</u>	L	L
Social Care	Ensure assessment of <u>needs of dependent residents</u>	HS	S, O
Geologic Hazards	Adopt <u>hillside protection</u> ordinance	P	L
Flood	Work to improve <u>levees</u> for 100-year flood protection of communities	PW	S, L
Fire & Law	Establish mechanisms to help <u>finance fire and sheriff</u>	CAO	S
	Establish <u>fire flow regulations</u>	F	S
Noise	Prepare a <u>Noise Ordinance</u>	H	L
Hazardous Materials and Wastes	Develop an <u>inventory of hazardous material sites and hazardous waste sites</u>	H, ES, F, P	S, O
	Establish program for <u>household wastes</u>	PW	S, O
	Adopt <u>ordinance for contaminated site cleanup</u>	H	S



**TABLE VII-3 (Cont.)**  
**NEW ACTIONS FOR GENERAL PLAN IMPLEMENTATION**

PLAN SECTION	SUMMARIZED ACTION	DEPARTMENT	TIMING
Hazardous Materials and Wastes (cont.)	Establish <u>database of contaminated sites and wells</u>	H	S, O
	Pursue <u>cleanup of contaminated sites</u>	ES	L
Open Space	Adopt <u>regulations and standards for development along waterways</u>	P	S
	Preserve <u>open space between communities</u>	P	S, O
	Develop <u>public access along waterways</u>	PR	L
	Enhance <u>scenic routes</u>	PR	L, O
Agriculture	Participate in <u>Farmland Mapping and Monitoring Program</u>	P	S
	Study <u>preservation methods</u>	P	S
Air Quality	Prepare <u>air quality plans</u>	AP	S
	Develop <u>thresholds for air quality studies</u>	AP	S
Water Resources	Coordinate <u>water resource management</u>	PW	S, O
	Develop a <u>database</u> of water use	PW	L
	Institute a Countywide <u>groundwater monitoring program</u>	PW	L
	Institute a <u>private well monitoring program</u>	EH	S

TABLE VII-3 (Cont.)  
NEW ACTIONS FOR GENERAL PLAN IMPLEMENTATION

PLAN SECTION	SUMMARIZED ACTION	DEPARTMENT	TIMING
Water Resources (cont.)	Coordinate preparation of a map showing <u>areas of groundwater degradation</u>	EH	S
Vegetation	Acquire conservation <u>easements along the Mokelumne River</u>	PR	L
	Establish a <u>habitat protection program and mitigation funding</u>	P	L
	Develop regulations for <u>special taxa</u>	P	L
	Develop <u>tree regulations</u>	P	S
	Develop <u>wetlands regulations</u>	P	L
Heritage Resources	Develop a <u>heritage information program</u>	M	L
	Establish a <u>Historic Preservation Commission</u>	M	S
	Inventory <u>heritage resources</u>	M	L

NOTE: See Plan Sections for specific actions.

Abbreviations:

Department:	A	Agricultural Commissioner	H	Health
	AP	Air Pollution Control District	HS	Human Services
	BOS	Board of Supervisors	L	Library
	CAO	County Administrator	M	Museum
	E	Employment and Economic Development	P	Planning
	ES	Emergency Services	PR	Parks & Recreation
	F	Fire Warden	PW	Public Works
Timing:	L	Long Term		
	O	Ongoing		
	S	Short Term		

**TABLE VII-4**  
**NEW, ON-GOING PROCEDURES FOR GENERAL PLAN IMPLEMENTATION**

PLAN SECTION	SUMMARIZED ACTION	DEPARTMENT
Growth Accommodation	Require <u>Master Plans, Public Financing Plans, and Specific Plans</u> for new communities	P
	Prepare <u>Specific Plans</u> for substantial development	P
	Require <u>market absorption studies</u> in certain case	P
	Monitor <u>land supply</u> for new development	P
	Require <u>fiscal assessment</u> analyses	P, CAO
Commercial	Require <u>market analysis</u> for General Plan Amendments for new areas of Freeway Service Commercial, Community Commercial, and Commercial Recreation	P
	Prepare <u>Special Purpose Plans</u> for Freeway Service, Commercial Recreation, and Mixed Use areas	P
Interjurisdictional Coordination	Exchange <u>planning information</u> with the cities on an annual or more frequent basis	P
	Hold <u>workshops</u> with local jurisdictions	P
	Prepare <u>annual planning reports</u>	P
Housing	Monitor supply of <u>affordable housing</u>	COG
	Support programs to assist the <u>homeless</u> in securing permanent housing	HS
Economic	Monitor local <u>economic development</u>	E

**TABLE VII-4 (cont.)**  
**NEW, ON-GOING PROCEDURES FOR GENERAL PLAN IMPLEMENTATION**

PLAN SECTION	SUMMARIZED ACTION	DEPARTMENT
Roadways	Require <u>Project Study Reports</u> to define needed state highway improvements	PW
Aviation	Require <u>avigation easements</u> around Stockton Metropolitan Airport	AV
Educational Facilities	Require <u>school facilities</u> to serve new development	P

Note: See Plan sections for specific actions.

Abbreviations:

Department:	AV	Airport
	COG	Council of Governments, a separate agency
	E	Employment & Economic Development
	HS	Human Services
	P	Planning
	PC	Planning Commission
	PW	Public Works



**Table VII-5  
GENERAL PLAN IMPLEMENTATION ACTIONS OF OTHER AGENCIES  
TO BE SUPPORTED BY THE COUNTY**

PLAN SECTION	SUMMARIZED ACTION	DEPARTMENT	TIMING
Interjurisdictional coordination; Transit	<u>Establishment of transit</u> to the Tri-Valley area and San Francisco	PW	S
Transit	<u>Expansion of transit</u> service in the County	PW	S,O
	<u>Countywide transit system</u>	PW	S
Passenger Rail	Increase in passenger <u>rail</u> service	PW	S, L
Flood	Rehabilitation of the <u>Delta levees</u>	PW	L
Recreation	Inclusion of <u>recreation sites</u> in a Delta levee rehabilitation program	PR	L
Fire	<u>Fire protection</u> for the South Delta area	F	S

Note: See Plan Section for specific actions.

Abbreviations:

Department:	F	Fire Warden
	PR	Parks and Recreation
	PW	Public Works
Timing:	L	Long Term
	O	Ongoing
	S	Short Term

## GLOSSARY

### A

**ADT (Average Daily Traffic)** - Total volume of vehicles crossing a fixed point over a 24-hour period, averaged over a month, a year or several years.

**Accessibility** - The relative ease with which a location can be reached via various modes of transportation.

**Acoustics** - (1) The science of sound, including the generation, transmission, and effects of sound waves, both audible and inaudible. (2) The acoustics of an auditorium or of a room, the totality of those physical qualities (such as size, shape, amount of sound absorption, and amount of noise) which determine the audibility and perception of speech and music.

**Acoustical Report** - A report analyzing the noise environment, existing and projected.

**Acre-Foot** - A water volume measurement term, equal to the amount of water which would cover an area of one acre to a depth of one foot. An acre-foot equals 325,851 gallons.

**Aesthetics** - The perception of artistic elements, or elements in the natural or built environment that are pleasing to the eye.

**Air Basin** - A self-contained region with minimal influence on air quality from contiguous regions. California's 14 air basins have been established by the Air Resources Board. San Joaquin County lies within the San Joaquin Valley Air Basin.

**Air Pollution Control District (APCD)** - Single or multi-county agency with legislative authority to adopt and enforce all rules and regulations necessary to control non-vehicular sources of air pollutants in its area.

**Air Pollutant Emissions** - Discharges into the atmosphere, usually specified in terms of weight per unit time for a given pollutant from a given source.

**Air Quality Standards** - A health based standard for air pollution established by the federal government and the State.

**Airborne Sound** - Sound that reaches the point of interest by propagation through air.

**Alluvium** - A geological term describing beds of sand, gravel, silt, and clay deposited by flowing water. "Younger" alluvium is sand, gravel, silt, and clay deposits of recent geologic age. "Older" alluvium is characterized by deposits dating back hundreds of thousands to more than one million years.

**Alquist-Priolo Special Studies Zones Act** - A state law mandating that geologic investigations be conducted prior to the approval of proposed new real estate developments or issuance of building permits within delineated special study zones. Established by the State Public Resources Code Section 2621 op cit.

**Ambient Air Quality** - The quality of the air at a particular time and place.

**Ambient Noise** - See Background Noise.

**Annual Average Daily Traffic (Annual ADT)** - Total traffic volume for the year divided by 365 days.

**Antiquated Subdivisions** - Subdivisions that (1) were approved prior to October 19, 1961, (2) are undeveloped or only partially developed, and (3) could not be approved as subdivisions now because of more stringent or different requirements.

**Aquifer** - A geologic formation or structure that contains water, which may be used to supply the needs for a water development, such as a well.

**Area Source** - Any small individual fuel combustion source, including off-road vehicles and pesticides.

**Artificial Recharge** - The recharging or replenishing of aquifer water at a rate greater than natural, resulting from activities including drilling holes to increase ground permeability and basin-spreading to retain water for continuous recharge.

**Attack** - 4-wheel drive truck primarily used to get fire protection services into hilly or rough terrain in order to help control grass and brush fires.

**A-Weighted Sound Level (dBa)** - A quantity, in decibels, read from a standard sound-level meter that is switched to the weighting network labeled "A." The A-weighting network discriminates against the lower frequencies according to a relationship approximating the auditory sensitivity of the human ear at moderate sound levels. The A-weighted sound level measures approximately the relative "noisiness" or "annoyance" of many common sounds.

## **B**

**Background Noise** - The total of all noise in a system or situation, independent of the presence of the desired signal.

**Basic Industry** - Industrial activities in a region which provide the means of payment for raw materials, food, and manufactured products which the region cannot produce itself and also support the service activities, which are principally local in scope.

**Buffer Lands** - Lands that provide a separation between activities to protect the public or adjacent uses.

**Building Coverage** - The amount of land covered or permitted to be covered by a building, usually measured in terms of percentage of a lot.

## C

**Capacity** - Maximum number of vehicles or riders (transit) that can be carried by a facility (e.g., a highway or a train) during a determined period of time.

**CEQA** - California Environmental Quality Act.

**CO** - Carbon monoxide.

**Collector Road** - A roadway with uncontrolled access connecting arterials and freeways to local streets and private residences and businesses.

**Compatibility** - The characteristics of different uses or activities that permit them to be located near each other in harmony and without conflict.

**Conjunctive Use of Water** - The balanced use of the groundwater resource and the surface water resource so that both riparian needs and agriculture-urban consumption needs are met.

**Concentrations** - A measure of the average density of pollutants, usually specified in terms of pollutant mass per unit volume of air (typically in micrograms per cubic meter) or in terms of relative volume of pollutant per unit volume of air (typically in parts per million).

**Conservation** - The management of natural resources to prevent waste, destruction, or neglect.

**Contour, Noise** - The boundary of noise of a specified level from the noise source. The noise contour is determined by the magnitude and frequency of the noise and by the physical environment.

**CNEL** - A 24 hour average of the sound level, measured in decibels, for a period from midnight to midnight. The average is weighted by adding 10 decibels to sound levels from midnight to 7 a.m. and from 10 p.m. to midnight, with an intermediate weighting for the early evening hours between 7 p.m. and 10 p.m.

**Cycles Per Second** - See Frequency.

## D

**Day-Night Average Sound Level (Ldn)** - The twenty-four hour energy average of the A-weighting sound pressure level, with the levels during the period 10 p.m. to 7 a.m. the following day increased by 10 dBA before averaging.



**Decibel** - The unit in which the levels of various acoustical quantities are expressed. Typical quantities so expressed are sound pressure level, noise level, and sound power level.

**Dedication** - Transfer of ownership of land or capital improvement to a public agency.

**Dedication, Fee in Lieu of** - Payments of cash which are authorized in subdivision regulations when requirements for mandatory dedication of land cannot be met because of physical conditions of the site or other reasons. The conditions under which such payments will be allowed and the formula for calculating the amount are spelled out in the regulations.

**Density** - The average number of families, persons, or housing units per unit of land; usually density is expressed "per acre." Thus, the density of a development of 300 units occupying 40 acres is 7.5 units per acre.

**Design Speed** - The maximum safe speed that can be maintained over a specified section of highway when conditions are so favorable that the design features of the highway govern.

**Discretionary Project** - A project which requires the exercise of judgment or deliberation when the public agency decides to approve or disapprove a particular activity, as distinguished from situations where the public agency merely has to determine whether there has been conformity with applicable statutes, ordinances, or regulations.

**Dry Period** - An historic period of years when water supply is much below normal. An example was 1929-34 when the water in Northern California streams averaged only 38 percent of normal. It has been used as a reference drought situation in water resource planning.

## E

**Effluent** - Wastewater.

**Emission Inventory** - Inventory of types, sources, and amounts of air emissions within a geographical region.

**Erosion** - The process by which soil and rock are detached and moved by running water, wind, ice, and gravity.

**Equivalent A-Weighted Sound Level (Leq)** - The constant sound level that, in a given situation and time period, conveys the same sound energy as the actual time-varying A-weighted sound.

**Exaction** - A requirement to be met as a condition of development approval.

**Extractive Resources** - Natural resources which are removed from their place of discovery. The primary extractive resources in San Joaquin County are sand, gravel and natural gas.

## F

**Fault** - A fracture in the earth's crust forming a boundary between rock masses that have shifted.

**Fire Break** - A natural or artificial barrier where vegetation has been removed for fire-control purposes.

**Fire Hazard Zone** - An area where, due to slope, fuel, weather, or other fire-related conditions, the potential loss of life and property from a fire necessitates special fire prevention measures and planning before development occurs.

**Flag Lot** - An 'L'-shaped or 'T'-shaped lot in which one arm of the lot fronts on a public road and is used solely as a driveway.

**Flood Fringe** - The area of the one hundred (100) year flood, exclusive of the floodway, as shown on the Flood Insurance Maps and any area determined by the Floodplain Administrator to have a one percent (1%) or greater probability of flood in any given year.

**Floodplain** - Any land area susceptible to inundation by water from any source.

**Floodway** - The channel of a waterway and the adjacent land areas that are necessary to discharge the one hundred (100) year flood without cumulatively increasing the water surface elevation more than one (1) foot.

**Freeway** - High speed roadway with full control of access.

**Frequency** - The number of oscillations per second (a) of a sine-wave of sound, and (b) of a vibrating solid object; now expressed in hertz (abbreviation Hz), formerly in cycles per second (abbreviation cps).

**Fuel Break** - A wide strip of land on which native vegetation has been substantially reduced through thinning, trimming, or pruning, or changed to vegetation types which burn with lower intensity so that fires can be more readily extinguished.

**Fuel Loading** - The quantity of vegetation and other fuel per unit of land area.

**Fuel Management or Fuel Modification** - The use or removal of plants in the wildland to reduce the possibility of fire while at the same time preserving and enhancing environmental quality.

## G

**GPD** - Gallons per day.

**GPM** - Gallons per minute.

**Geotechnical Evaluation** - A professional evaluation using scientific methods and engineering principles of geology, geophysics, hydrology, and related sciences.

**Ground Failure** - Mudslide, landslide, liquefaction, or the seismic compaction of soils.

**Groundwater** - Water within the earth that supplies wells and springs. Specifically, water in the zone of saturation where all openings in soils and rocks are filled, the upper surface of which forms the water table.

## H

**HC** - Hydrocarbons.

**Habitat** - The natural environment of a plant or animal.

**Hazardous Waste Facility** - Any structure, other appurtenances, improvements on the land, and all contiguous land used for the treatment, storage, disposal, resource recovery, transfer, or recycling of hazardous wastes.

**Hearing Loss** - At a specified frequency, an amount, in decibels, by which the threshold of audibility for that ear exceeds a certain specified audiometric threshold, that is to say, the amount by which a person's hearing is worse than some selected norm. The normal may be the threshold established at some earlier time for that ear, the average threshold for some large population, or the threshold selected by some standards body for audiometric measurements.

**Hertz** - See Frequency.

**Heritage Trees** - Trees of a substantial size or age or having a significant history.

**Hydrology** - The origin, distribution, and circulation of water of the earth precipitation, streamflow, infiltration, groundwater storage, and evaporation.

## I

**Important Farmland Inventory System (U.S. Soil Conservation Service)** - A new land classification system based upon ten soil and climatic characteristics.

**Improved Land** - Raw land which has been provided with basic utilities such as water and sewerage, streets, and, if required, sidewalks; such improvements normally precede residential or other construction.

**Infiltration** - Leakage of sewage into groundwater due to faulty pipes, old joints, etc.

**Infrastructure** - Facilities needed to serve development, such as sewer, water, drainage, transportation, and other public facilities.



**ISO Rating** - A standard schedule for evaluating the fire defenses and physical conditions of municipalities developed by the Insurance Services Office (ISO), Municipal Survey Service. Fire defenses are weighted for evaluation on the basis of 39% for water supply, 39% for fire department, 13% for fire safety control, and 9% for fire service communications. In an evaluation, deficiency points are assigned for deviation from the criteria published by the Insurance Services Office. Reliability and adequacy of the following major water supply items are considered in the schedule: water supply source, pumping capacity, power supply, water supply, mains, distribution mains, spacing of valves, and location of fire hydrants. Each municipality is then rated on a scale from 1 to 10, where 1 is superior and 10 is unprotected.

## L

**Land Capability Classification (U.S. Soil Conservation Service)** - A grouping of soils into classes (I-VIII), subclasses, and units according to their suitability for agricultural use, based on soil characteristics and climatic conditions.

**Landslide** - A general term for the falling of a mass of soil or rocks.

**Level** - Uniform intensity of sound. The level of an acoustical quantity (e.g., sound intensity) in decibels is 10 times the logarithm (base 10) of the ratio of the quantity to a reference quantity of the same physical kind.

**Level of Service** - Level of service (LOS) expresses the conditions existing under various speed and volume conditions on any roadway. These levels of service, designated A through F, from best to worst, cover the entire range of traffic operations that may occur. Operationally, level of service is measured by vehicle/capacity (V/C) ratios, which measure the capacity of a given roadway in relation to the amount of traffic it serves. The County defines LOS for all roadways except Freeways as follows:

A - V/C = 0 - .34	D - V/C = .75 - .89
B - V/C = .35 - .50	E - V/C = .90 - .99
C - V/C = .51 - .74	F - V/C = 1.00+

LOS for all Freeways is defined as follows:

A - V/C = 0 - .34	D - V/C = .78 - .93
B - V/C = .35 - .54	E - V/C = .94 - .99
C - V/C = .55 - .77	F - V/C = 1.00+

**Liquefaction** - A process by which water-saturated granular soils are transformed from a solid to a liquid state because of a sudden shock or strain, such as an earthquake.

## M

**Masking** - The action of bringing one sound (audible when heard alone) to inaudibility or to unintelligibility by the introduction of another, usually louder, sound. See Masking Noise.

**Masking Noise** - A noise which is intense enough to render inaudible or unintelligible another sound which is simultaneously present.



**Mass Transit** - Refers to any form of passenger transportation that carries members of the public on a regular and continuing basis.

**Maximum Credible Earthquake** - The maximum probable earthquake intensities that can be expected to occur.

**Minerals** - Naturally occurring organic and inorganic processes, including peat, bituminous rock, and aggregate minerals, but excluding natural gas and petroleum.

**Ministerial Project** - A project that must be approved if it meets applicable statutes, ordinances, or regulations.

**Mixed Use Development** - Two or more uses that are integrated and developed under a coherent plan.

**Mobile Source** - A moving source of air pollution such as an automobile or truck.

## N

**Noise** - Any sound which is undesirable because it interferes with speech and hearing, or is intense enough to damage hearing, or is otherwise annoying.

**Noise Barrier** - A wall or other barrier designed to reduce noise levels to acceptable limits in areas planned for development.

**Noise Level** - See Sound Level.

**Noise Sensitive Land Uses** - Land uses that are most affected by exterior noise, including schools, churches, hospitals, convalescent homes, and single family residence.

**Non-Attainment Areas** - Area where federal or state air pollution standards have been exceeded.

**Non-Point Source Pollution** - Pollution whose source is general rather than specific in location. It is widely used in reference to agricultural and related pollutants. For example, logging operations production of sediments, agricultural pesticide applications, automobile exhaust pollution, etc.

**Nonrenewable Natural Resources** - Inanimate resources that do not increase significantly with time and whose use diminishes the total stock (e.g., minerals and fossil fuels).

**NO<sub>x</sub>** - Nitrogen oxides.

## O

**Off-Site** - Reference to location not on (or abutting in the case of a roadway) the property that is being reviewed.

**On-Site** - Reference to location on (or abutting in the case of a roadway) the property that is being reviewed.

**One Hundred Year Flood** - A flood that has a one percent (1%) or greater possibility of occurring in any given year.

**O<sub>x</sub>** - Oxidant (ozone).

## P

**Parcel** - A lot, or a contiguous group of lots in single ownership or under single control, and usually considered a unit for purposes of development.

**Particulates** - Particles, such as dust, suspended in the air.

**Peak Hour** - The hour at which the greatest volume of traffic occurs. This value is useful to traffic engineers in estimating the amount of congestion experienced, and shows how near to capacity the highway is operating. Unless otherwise indicated, peak hour values indicate the volume in both directions. A few hours each year are higher than the "peak hour" but not many. In urban and suburban areas, the peak hour normally occurs every weekday, and 200 or more hours will all be about the same. On roads with large seasonal fluctuations in traffic, the peak hour is the hour near the maximum for the year but excluding a few (30 to 50 hours) that are exceedingly high and are not typical of the frequency of the high hours occurring during the season.

**Peak Hour/Peak Direction Factor** - Percent factor expressing peak hour/peak direction traffic as proportion of ADT.

**Peak Hour/Peak Direction Traffic** - Highest peak hour traffic of both directions.

**PM-10** - Suspended particles with an aerodynamic diameter less than or equal to a nominal 10 micrometers.

**Planned Development (PD)** - A form of development usually characterized by a unified site design for a number of buildings, the clustering of buildings and provision of common open space, density increases, and a mix of building types and land uses.

**Plat** - A map, generally of a subdivision, showing the location, boundaries, and ownership of individual properties.

**Point Source Pollution** - Pollution whose source is specific rather than general in location. For example, particulate matter emanating from a specific smoke stack is point source pollution.

**Prime Agricultural Land** - (1) As defined in the Farmland Mapping and Monitoring Program upon completion of the maps for San Joaquin County. Until that time, (2) land best suited for producing food, feed, forage, fiber and oilseed crops and which is available for these uses and has the soil quality, growing season and moisture supply needed to produce sustained high yields of crops economically when treated and managed, including water management, according to modern farming methods; or (3) when in reference to Williamson Act contracts, any land so termed and defined by Section 51201 of the Government Code.

**Project Study Report** - Report prepared or accepted by Caltrans to analyze road or interchange needs.

**Public Facilities and Services** - The structures, equipment, staff, etc., that serve development and may include, but is not limited to, waste disposal, water, drainage, roadways, recreation, libraries, law enforcement, and fire protection.

## R

**Raw Land** - Vacant land, unsubdivided and unimproved with utilities.

**Reclamation (Surface Mining)** - The combined process of land treatment that minimizes water degradation, air pollution, damage to aquatic or wildlife habitat, flooding, erosion, and other adverse effects from surface mining operations including adverse surface effects incidental to underground mines, so that mined lands are reclaimed to a usable condition which is readily adaptable for alternate land uses and create no danger to public health or safety. The process may extend to affected lands surrounding mined lands and may require backfilling, grading, resoiling, revegetation, soil compaction, stabilization, and other measures (Public Resources Code Section 2733).

**Regional Air Quality** - The ambient air quality in a large area.

**Renewable Natural Resources** - Living resources, usable at different times and self-renewing (e.g., soils, forests, plants).

**Review Authority** - The following entities, which are empowered to interpret, implement and enforce the Development Title:

- a. Board of Supervisors;
- b. Planning Commission;
- c. Director of Community Development Department; and
- d. Community Development Department.

**Riparian Habitat** - The banks and other terrestrial environs of fresh water bodies, watercourse, estuaries, and surface waters whose conditions provide soil moisture sufficiently in excess of that otherwise available through local precipitation to potentially support the growth of mesic vegetation.



**Riparian Woodland** - A riparian habitat characterized by trees 20 feet or taller that compose the dominant vegetation element of the plant community.

## S

**Safe Yield** - The maximum quantity of water than can be continuously withdrawn from a groundwater basin without adverse effect.

**Saline Intrusion** - The invasion of salt water into a body of fresh water, occurring in either surface or groundwater bodies.

**Scenic Corridor** - The bands of land generally adjacent to the scenic highway right-of-way that complete the visual appearance and integrity of the total composition of the scenic highway. The boundaries of the scenic corridor may coincide with the boundaries of the visual corridor but are usually less.

**Scenic Resources** - The objective and subjective visual features of a unique and irreplaceable landscape, including rewarding views of vegetation, topography, geological formations and historical sites.

**Seiche (Sash)** - An occasional rhythmic oscillation of water above and below the mean level of lakes or landlocked seas, lasting from a few minutes to an hour or more. Earthquakes often cause seiches either directly, through ground shaking, or indirectly, through landslides.

**Service Sector Employment** - Jobs in the service sector of the economy, as opposed to the trade or goods producing sectors. Operationally, jobs classified by the Bureau of Labor Statistics as service, as well as those in the finance, insurance and real estate category comprise total service employment.

**Sewerage** - Facilities for the collection, transmission, or treatment of sewage or wastewater.

**SO<sub>2</sub>** - Sulfur dioxide.

**Sound** - See Acoustics (1).

**Sound Insulation** - (1) The use of structures and materials designed to reduce the transmission of sound from one room or area to another or from the exterior to the interior of a building. (2) The degree by which sound transmission is reduced by means of sound-insulating structures and materials.

**Sound Level (Noise Level)** - The weighted sound-pressure level obtained by use of a sound level meter having a standard frequency filter for attenuating part of the sound spectrum.

**Sound Pressure** - (1) The minute fluctuations in atmospheric pressure which accompany the passage of a sound wave; the pressure fluctuations on the tympanic membrane are transmitted to the inner ear and give rise to the sensation of audible sound. (2) For a steady sound, the value of the sound pressure averaged over a period of time. Sound pressure is usually measured (a) in dynes per square centimeter



(dyn/cm<sup>2</sup>), or (b) in newtons per square meter (N/m<sup>2</sup>).  $1 \text{ N/m}^2 = 10 \text{ dyn/cm}^2 = 10^{-5}$  times the atmospheric pressure.

**Specific Plan** - A plan for the systematic implementation of the General Plan for all or part of the area covered by the General Plan. Established by the State Government Code Section 65450 op cit.

**Spectrum** - Of a sound wave, the description of its resolution into components, each of different frequency and (usually) different amplitude and phase.

**Squad** - Rescue truck containing rescue equipment and first aid supplies.

**Stationary Source** - A non-mobile emitter of air pollution.

**Storie Index** - A numerical rating system (0-100) of the degree to which a particular soil can grow plants or produce crops, based on four factors, including soil profile, surface texture, slope, and soil limitations.

**Subdivision** - The process (and the result) of dividing a parcel of raw land into smaller buildable sites, blocks, streets, open space, and public areas, and the designation of the location of utilities and other improvements.

**Major Subdivision** - Refers to a division of land which creates five or more parcels or lots.

**Minor Subdivision** - Refers to a division of land which creates fewer than five parcels or lots, except in certain circumstances.

**Subsidence** - The gradual, local settling or sinking of the earth's surface with little or no horizontal motion. Subsidence is usually the result of gas, oil, or water extraction, hydro-compaction or peat oxidation, not the result of a landslide or slope failure.

**Surface Ruptures From Faulting** - Breaks in the ground's surface and associated deformation resulting from the movement of a fault.

**Surface Supply** - Water in reservoirs, lakes, or streams; expressed either in terms of rate of flows (cubic feet per second) or volume (acre-feet).

## T

**Toxic and Hazardous Materials** - Substances including pesticides, herbicides, toxic metals and chemicals, liquefied natural gas, explosives, volatile chemicals, and nuclear fuels.

**Transient Sounds** - Sounds whose average properties do not remain constant in time. Examples are an aircraft flyover, a passing truck, a sonic boom.

**Transportation** - Refers to the movement of people and goods.

**Transportation Disadvantaged** - Refers to those individuals who have difficulty in obtaining transportation because of their age, income, physical, or mental disability.

**Transportation Facility** - Refers to one or more transportation facilities that are planned, developed, operated, and maintained in a coordinated manner to supply continuity of movement between modes and within and between geographic and jurisdictional areas.

**Tri-Valley Area** - That area of the eastern San Francisco Bay Area, including the San Ramon, Dublin, and Livermore Valleys (portions of Alameda and Contra Costa county).

**TSP** - Total suspended particulates in the air.

## U

**Uncontrolled Access** - No limit to the number of accesses to the roadway is established.

**Usable Storage Capacity** - The quantity of groundwater of acceptable quality that can be economically withdrawn from storage.

## V

**Vernal Pool** - A shallow depression in poorly drained soil that fills with water during the rainy season, gradually shrinks in the spring, and usually dries out by summer. Often supports a unique population of organisms.

**Visual Corridor** - All areas visible from the highway (i.e., the view from the road).

**Volume/Capacity Ratio, (V/C Ratio)** - The ratio of volume of traffic to capacity for a road or road segment. The V/C ratios are useful to estimate levels of service and congestion.

## W

**Watershed** - The total area above a given point on a stream that contributes water to its flow; the entire region drained by a waterway or which drains into a lake or reservoir.

**Wavelength** - For a periodic wave (such as sound in air), the perpendicular distance between analogous points on any two successive waves. The wavelength of sound in air or in water is inversely proportional to the frequency of the sound. Thus, the lower the frequency, the longer the wavelength.





## **SAN JOAQUIN COUNTY**

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Jim Van Buren, Associate Planner  
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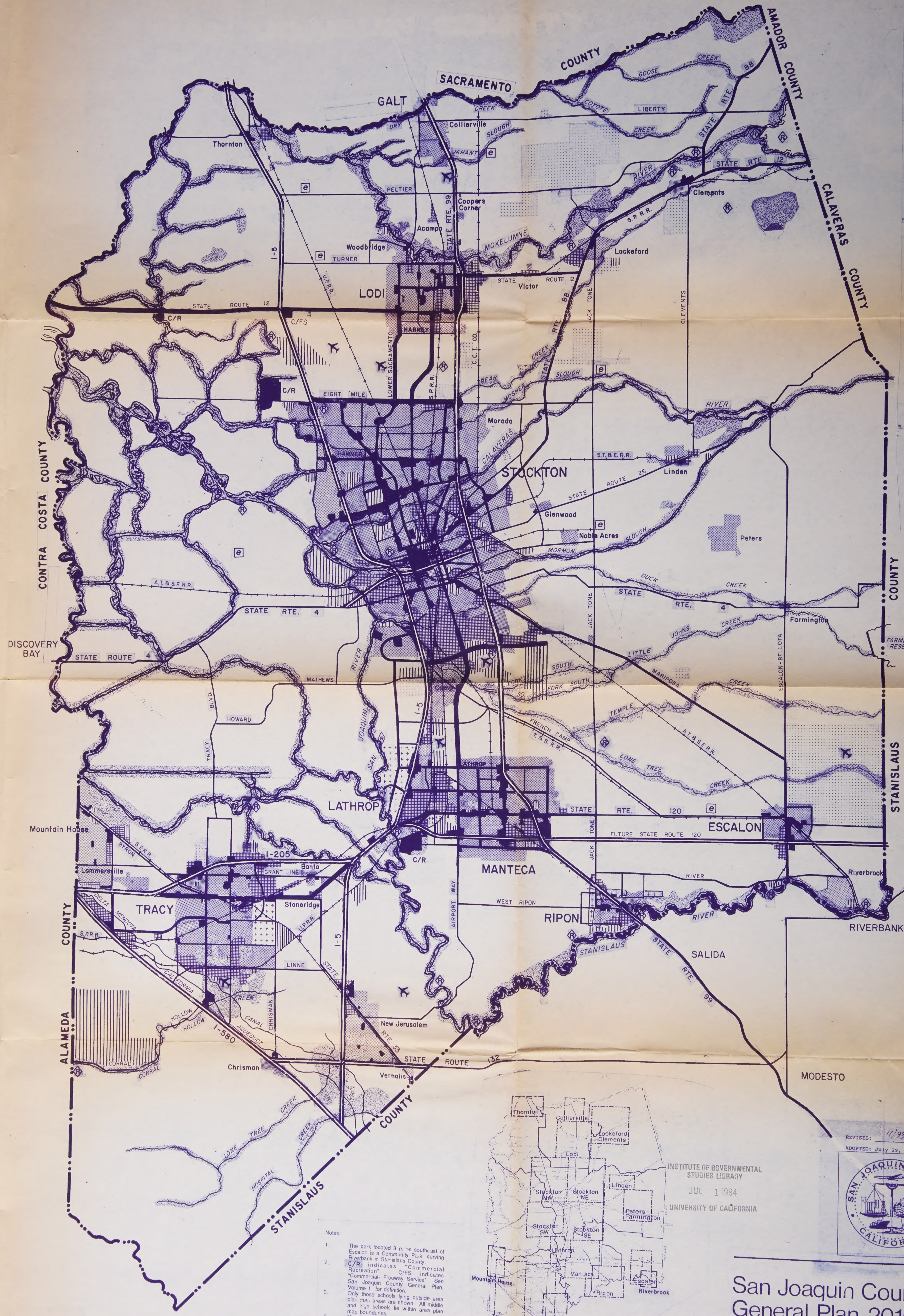
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For further information, please contact the San Joaquin County Planning Division, 1810 E. Hazelton Avenue Stockton, CA 95205; (209) 468-3120

\* Term began January 1, 1993.

\*\* Term ended December 31, 1992.





**LEGEND**

**AGRICULTURE**

- General Agriculture
- Limited Agriculture
- Agriculture-Urban Reserve

**URBAN DEVELOPMENT**

- Residential
- Commercial
- Industrial
- Public/Institutional
- Elementary Schools

**OPEN SPACE**

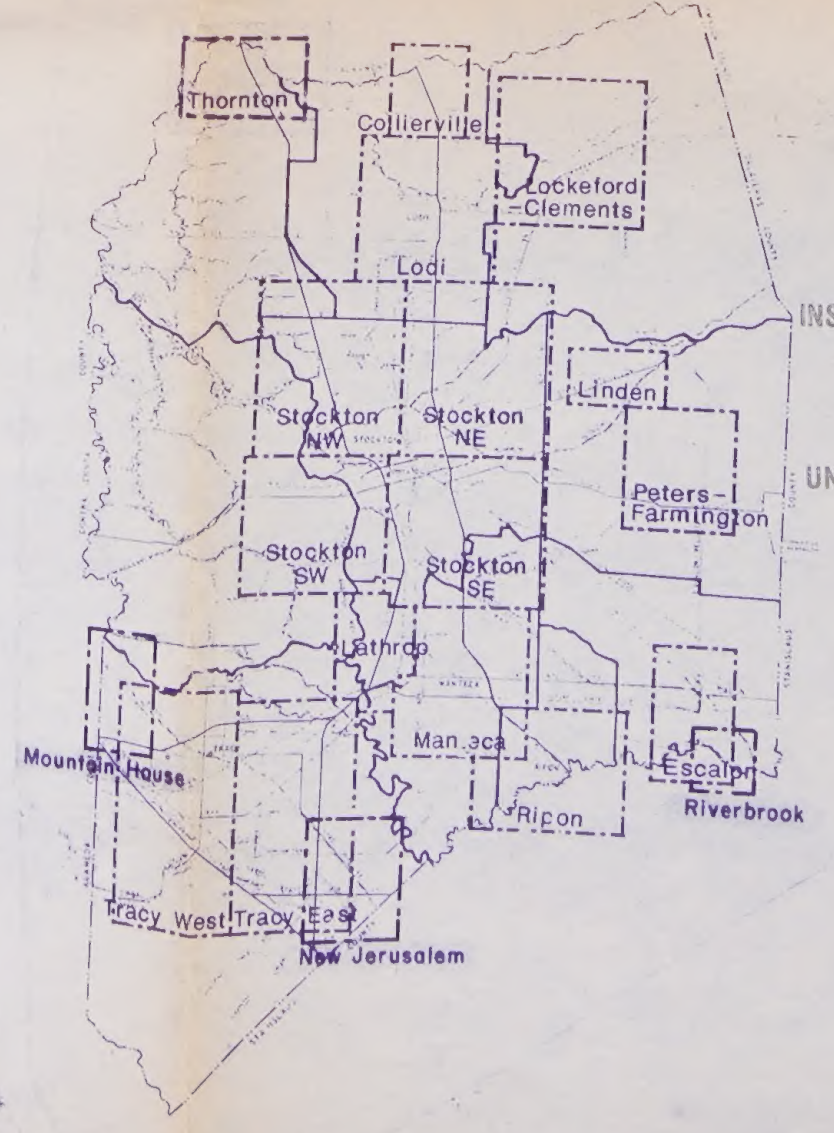
- Resource Conservation
- Regional Parks

**CIRCULATION**

- Freeway
- Expressway
- Major Arterial
- Minor Arterial
- Railroad
- Airport

Notes:

1. The park located 3 miles southeast of Escalon is a Community Park serving Riverbank in Stanislaus County.
2. C/R indicates "Commercial Recreation." C/F indicates "Commercial-Freeway Service." See Volume I for definition.
3. Only those schools lying outside area plan map areas are shown. All middle map boundaries lie within area plan map boundaries.
4. Map is generalized. Consult area plan maps for specific land use designations.
5. All waterways and adjacent riparian vegetation are designated OS/RC. See San Joaquin County General Plan, Volume I, Table VI-1 for areas included.



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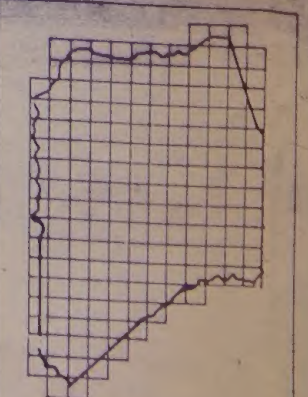
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SEE TEXT OF GENERAL PLAN FOR POLICIES AND FURTHER INFORMATION.

THIS MAP MAY NOT REFLECT THE LATEST AMENDMENTS.

FOR FURTHER INFORMATION CONTACT: SAN JOAQUIN COUNTY COMMUNITY DEVELOPMENT DEPT. 1810 EAST HAZELTON AVENUE STOCKTON, CALIFORNIA 95205 PHONE: (209) 468-2200

San Joaquin County  
General Plan 2010 Map



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Map



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